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THE UNIVERSITY OF ALBERTA

AN ANALYSIS OF THE EDMONTON SOCIAL PLANNING COUNCIL

by

ROGER WM. SODERSTROM (C)

A THESIS

SUBMITTED TO THE FACULTY OF GRADUATE STUDIES

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FACULTY OF GRADUATE STUDIES

The undersigned certify that they have read, and recommend to the Faculty of Graduate Studies of acceptance, a thesis entitled "An Analysis of the Edmonton Social Planning Council," submitted by Roger Wm. Soderstrom as partial fulfilment of the requirements of the degree of Master of Arts.

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ABSTRACT

This thesis is an analysis and a history of the Edmonton Social Planning Council. The changed and changing role of the Council is examined and compared to the changed and changing roles of other councils in Canada. The Council's role as a change agent is examined in terms of an analytical framework developed by Rothman.

The analysis is based on information collected through an internship and a long personal association with the Council, as well as a literature review of Council reports and library research on the subject.

The role of the Council has changed from a community planning and co-ordinating agency to that of an urban community development consultant and resource agent. This changed role for the Council has come about as a result of the greater assumption by government of responsibility for the delivery of health and social services.

The thesis concludes that the Edmonton Social Planning Council is unique among councils in Canada and that its continued existence is essential to Edmonton's development.

ACKNOWLEDGEMENTS

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This thesis is dedicated to my wife, Lois, and my two sons, Erik and Carl, who have patiently waited for its completion and who endured my pre-occupations with it over the final three months.

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CHAPTER I

THESIS OVERVIEW

Introduction

In a society increasingly characterized by the concentration of power and authority, both political and economic, in large bureaucratic organizations, citizen participation must inevitably become an issue. Not only the bureaucracies of government but also those of the private sector have grown to unprecedented size. The growth of national and multi-national corporations has been phenomenal and the pervasiveness of their growth leaves few of our lives untouched. Over the past several years the requests and indeed the demands for more citizen participation have become ever greater.

The more power and authority are removed from the locale of the citizen and centralized in these bureaucracies, the more difficult and frustrating becomes the citizen's attempt to change or influence the course of events which control his life. Thus it is no easier to reverse a decision by Imperial Oil to phase out traditional service stations and replace them with self-service units than it is to dissuade the Government of Canada from building an airport at Pickering, Ontario. In fact, it could be argued that the former is more difficult, since national and multi-national corporations are not responsible to an electorate.

Individual action to influence or change a course of events in highly centralized and bureaucratic societies is an exercise in futility. Only when there is co-operation to undertake group action are the chances of effective influence increased. It is ironic that a society that prides itself on being "free enterprise", and whose citizens are taught and conditioned that through individual effort and competition the greater good of society will be served, should become so bureaucratized that the skills in individual effort and competition are of little use, while the necessary co-operative skills are unfamiliar and unlearned. Small wonder that we as a society are unsuccessful in our efforts to move and shift its direction. We are culturally unprepared and emotionally uncommitted to co-operation and group action. Yet only as we learn these skills will we begin to influence the events which control our lives.

Thus any group which advocates or promotes participation through co-operation is desperately needed but begins with a considerable handicap. The Edmonton Social Planning Council is such a group which over the past several years through varying forms of community development has promoted and advocated greater citizen participation. It has done so with varying degrees of success.

Social planning councils have been and still are part of the social fabric of most Canadian cities, including Edmonton. They owe their origin to the private voluntary agencies which have provided urban communities with many health and social services.

These agencies, for example the YMCA and the Victorian Order of Nurses, were at one time the major providers of these services and the prime movers in establishing social planning councils.

Councils were organized to prevent duplication and to plan for new services to fill in "gaps" for services not being provided. These agencies at the same time saw a need not only for central planning of services but also for centralized financial planning. Thus community chests were often established at the same time as councils to conduct joint funding campaigns on behalf of the agencies. Councils and agencies were (and continue to be) the instruments through which the private sector of society provides voluntary services and funds for health and social welfare services.

Throughout this thesis the word "council" will be used to refer to the many names councils have adopted over the years such as Councils of Social Agencies, Councils of Community Services, Welfare Councils and Social Planning Councils. The word "funds" will refer to Community Chests, United Community Funds and United Ways.

That councils have been and continue to be under considerable pressure to justify their existence is indisputable. Douglas M. Thomas in his article "A Challenge to Social Planning Councils", which appeared in the March-April, 1972, issue of Canadian Welfare, confirms this fact. He writes:

> A state of flux in the council field is nothing new. But in the fairly recent past, the Social Planning Council of Saskatoon and the Regina Welfare Council have disappeared from active operation, the Toronto, Winnipeg, and Edmonton

> Councils have been severely shaken by internal disputes, staff changes and public attacks, and the Halifax and Dartmouth Welfare Council has been disbanded, to be rebuilt under provincial government auspices. The remainder of city-based councils are under heavy pressure to justify their existence. 1

One Canadian city which Mr. Thomas neglects to mention is Calgary. After "An Independent Citizens Study Committee", Calgary's social planning council disbanded in July of 1972. Their Task Force Report recommended that both the United Community Fund of Calgary and the Calgary Social Planning Council create a "new citizen organization in Calgary into which both present bodies (Fund and Council) would merge." 2

The Problem

The decline of councils and their influence and prestige is directly related to the vastly expanded role of government in the financing, planning and delivery of health and social welfare services and the subsequent decline of responsibility for these services by private, non-profit voluntary organizations. Samuel A. Martin in his recent book, Financing Humanistic Service concludes his chapter on "Government Expenditures" with the following:

> This chapter has traced the evolution from private voluntary citizen initiative and responsibility for providing the community with health, education, welfare and cultural services, to substantial and in many cases overwhelming government involvement in supplying these social and cultural services. 3

The problem for councils, then, is one of adjustment to the reality of a less prestigious and influential role in the provision of health and social welfare services.

As we will see later in Chapter V, the Edmonton Social Planning Council is unique in its adaptation to its changed function. It has accepted, more than any other council in Canada, that it can no longer plan directly for the health and social welfare needs of its community nor does it pretend to co-ordinate and plan for the private agencies; instead it has opted for a community development role.

Methodology

The purpose of this thesis is to document the change in function and role of the Edmonton Council. To accomplish this task it has been necessary to undertake a thorough examination of the change in the Council's objectives, goals and philosophy. The more traditional council roles and functions of planning, co-ordination and research are examined. Other significant areas of analysis, necessary to any comprehensive view, are: citizen participation, membership in the council, organizational structure, and the professional staff employed by the Council. Such a broad and comprehensive analysis is not without dangers, not the least of which is superficiality. However, the scope and potential of the Council's concerns are so wide as to make inappropriate any other approach.

Integral to this task is a review of the development of social planning councils in Canada and North America together with a review of the history of the Edmonton Social Planning Council. For the former, the literature of the Canadian Council on Social Development was the main source of information; for the latter, past annual reports and publications of the Council have been the primary source. In addition, much assistance has been received from personal interviews with people who have had a close association with the Council in the past and present. Finally, the writer's personal knowledge of the Council, acquired over the past seven years, has been an invaluable help.[4]

Plan of the Thesis

This thesis has been organized in the following way: Chapter One is a brief overview of the problem to be examined. Chapter Two is a review of the "council" movement in North America, while Chapter Three traces the historical development of the Edmonton Social Planning Council from its origin to the present. Chapters Four and Five outline the changing circumstances in which "councils" find themselves, and their response to those changed circumstances. Chapter Six describes in detail the experience of the Edmonton Council over the past five or six years and its response to its changed role in the community. Chapter Seven examines the effectiveness of the Council as an agent for social change. The final chapter, Chapter Eight, summarizes and concludes the thesis.

FOOTNOTES

[1] Douglas M. Thomas, "A Challenge to Social Planning Councils," Canadian Welfare, March-April, 1972, p. 13.

[2] Calgary Social Planning Council, Report for the Task Force on Social Development,)Calgary: Calgary Social Planning Council, 1972), p. 10.

[3] Samuel A. Martin, Financing Humanistic Service, (Toronto: McClelland and Stewart Limited, 1975), p. 37.

[4] The writer first came in contact with the Council while teaching in an Edmonton high school, and discovered the Council's unique information resources for such subjects as poverty; subsequently, the writer located himself at the Council while doing field experience for the M. A. Program in Community Development through the Human Resources Development Authority. He thus had an opportunity to become involved in some of the community development activities of the Council and to observe its style of operation. From 1970-72, he was a member of the executive of the Council, serving as president in the second year. In September of 1972, he accepted employment as the Council's Senior Planner, where he remained until 1974.

CHAPTER II

AN OVERVIEW OF COUNCILS

Introduction

The Social Planning Council, Welfare Council, Council of Community Services or Council of Social Agencies is the name for an organization that exists in over four hundred American and at least sixty Canadian communities. The Encyclopedia of Social Work suggests that councils play a variety of roles through a variety of structures:

> Common to all, however, is an attempt to do local planning and co-ordination in the social welfare field. This theme was best articulated in the Lane report on community organization in 1939, which pointed out that councils have sought to organize community resources to meet community needs. 1

Councils were for many years the single organization in the community engaged in health and social service planning and co-ordination. Now there are many such bodies and many of them with much more resources and political sanction than councils. However, it is pointed out by Tropman that councils remain important amoung local organizations. "They have a tradition of professionalism and community acceptance behind them, and they enjoy at least some degree of public support in most communities." 2

Historical Development

Although it is not clear when councils were first formed, it is believed that the first council was organized in Pittsburgh in 1908. This was followed shortly by the formation of councils in other major American and Canadian cities. Councils in the beginning were creatures of the private agencies who saw a need to eliminate the duplication of health, welfare and charity services. Subsequently, these same agencies saw councils as a means of initiating action to establish new services to meet new, changing and emerging needs. They also saw the council as an agency to provide centralized planning in the health and social services domain. The need for centralized financial planning for private agencies was also a concern and led to the parallel development of community chests to conduct joint funding campaigns.

It is not known when the first council in Canada was organized. We do know, however, that there was in existence in 1929 a well established Council of Social Agencies in Montreal, since its secretary, Miss Marjorie Bradford, conducted A Survey of Social Services in the City of Edmonton for the Canadian Council on Child and Family Welfare. [3] The honorary director of the Survey was Howard T. Falk, the Director of the Montreal Council of Social Agencies. Many co-ordinating and federated fund raising organizations were started as far back as 1888 in Toronto. It was not, however, until 1937 that a Welfare Council of Toronto and

District was formed and it was not incorporated until 1940. [4]

In Edmonton the need for a council of social agencies was recognized as far back as 1928 and 1929 when a committee under the chairmanship of the Right Rev. Bishop H. A. Gray, Anglican Bishop of Edmonton, was formed to survey social services in Edmonton. This committee asked the Canadian Council on Child and Family Welfare to conduct the survey for the committee. The Canadian Council's response was to appoint Miss Marjorie Bradford to conduct the survey. Though the survey recommended the establishment of a Council of Social Agencies in Edmonton, the Depression of 1929 prevented any action being taken for 10 years. In 1939 the Junior Chamber of Commerce rekindled the idea by expressing the concern for the need for a federated funding effort through a community chest.

According to the Encyclopedia of Social Work, there are in the United States over 400 councils of similar organizations. [5] In Canada there are some 61 councils and united community services. As indicated in a report by the Ontario Welfare Council, the only place in Canada that councils have been expanding and multiplying is in Ontario. [6] The only councils on the prairies which have managed to survive are the councils in Winnipeg and Edmonton.

Councils were usually organized around a four-fold divisional structure embodying the major "fields of service." These were usually family service, health, welfare and group work divisions. Senior people from the service fields often became divisional

executives and prominent local leadership assumed the chairmanship of the various divisions.

Not all councils took on a similar structure. There were (and still are) significant differences among councils. But generally councils have avoided operating direct services. "The council", according to King, "is only a co-ordinating agency and is not organized for action in its own name. Problems which require professional skill are referred to the agencies where the skill is to be found." [7]

The implication of this view was to keep the agencies paramount. Councils, however, over the years have become more and more organizations in their own right and less a service unit to the agencies. In urban centres, the community came to view them as spokesmen for "social work" in their locality. As such, councils over the years enjoyed a position of prestige.

Increasingly over the past decade or more, however, councils have had to share this prestige with new government co-ordinating agencies and planning bodies. Planning branches of provincial departments of health and social development, social service advisory committees of local urban government, and planning commissions are primary examples. Tropman concludes:

> And despite the Councils' origins within the private sector, by the middle 1960's they reported that between 40 percent and 50 percent of any council's efforts were directed toward public agencies and service. [8]

Functions and Tasks of Councils

An historical description of the council phenomenon would not be complete without comment about their organizational dimensions. Councils vary in size, the professional training of their staffs, their sources of funding, the composition and character of their board membership and the activities they engage in.

Tropman, writing in The Encyclopedia of Social Work, reports that the staffs of American councils vary in size from .08 to 18 persons.[9] For the most part, councils have tended to hire MSW's and as councils increase in size the professional training of their staffs increases. It is important to note that 75 percent of council executives have degrees in social work.

Tropman reports that in 1965, council budgets ranged from $433,000 for councils in the largest communities to $12,500 in the smallest communities. Councils usually report two sources of funding. Basic operating funding usually comes from the United Way or United Community Funds. Special project funding on the other hand usually comes from governments. Special project income ranges in larger communities from 28 to 42 percent of total income.

American councils indicate some distinctive results in the occupations of their board members. The following table shows board member occupations:

TABLE I

Occupation of Board Members
of American Social Planning Councils

Occupation of Board Members	Percent
Business and industry	34
Local professionals (lawyers, etc.)	22.2
Health and welfare occupations	11.5
Public administration	7.7
Higher education	3.9
Labour	2.2
Media	2.4
Religious	4.7
Elected public officials	1.7
Not known	9.7

Source: John E. Tropman, "Community Welfare Councils", Encyclopedia of Social Work, (New York: National Association of Social Workers, 1971), pp. 152-153.

From this table it can readily be seen that American councils have not been dominated by health and social service professionals. Two other areas where a high representation might have been expected would be in the areas of labour and religious leaders in the community. Working-class citizen representation on boards is markedly absent. However, this is based on 1963 data and circumstances may have changed since.

Tropman in this article from the Encyclopedia of Social Work concludes that at the board level the council has its main

links with the private sector of the economy since public administrative and elected officials have such a low representation. Occupations do not always indicate significant community leadership. Thus in the 1963 study quoted by Tropman, executives of councils were asked to identify "top community leaders" among their board members. Approximately 37 percent were categorized as "top community leaders". However, the reliability of such a figure is questionable since executive rating in such circumstances is highly subjective and the term community leadership is difficult to define.

Council activities are wide ranging. Tropman describes councils as having two general types of activity. They are problem-focused activities and organization-focused activities. Problem-focused activities begin with some specific problem and then proceed to deal with those agencies and institutions that impinge upon it. Problems can generally be grouped into five areas:

1) services to the indigent;

2) services in the rehabilitation field;

3) services to the chronically ill;

4). services to special groups such as unmarried mothers;

5) agency improvement, consolidation and development.

Councils work with local, state or provincial and federal government organizations as well as foundations and other national, state or provincial and local institutions. This is organization-focused activity. Such activity may mean collaborating with urban

renewal corporations, model city organizations, planning commissions and united funds as well as co-operating with local, state and federal governments.

In 1972 the Ontario Welfare Council completed a survey of social planning councils in Ontario. Since the study referred to by Tropman in the Encyclopedia of Social Work was based on 1963 data, comparisons on staff and budget size are not too valid. However, it is useful to know that the five largest councils in Ontario employed a total professional staff of 39 while smaller and developing councils employed .5 persons. The middle-sized or larger councils employed 17 persons making a total of 56.5 professional persons employed by councils in Ontario.[10] In the five years previous to 1971, the largest councils decreased their professional staffs by 5% while the total of professional staff employed by councils in Ontario increased by 37 percent.

Of the five largest councils in Ontario, 84.6 percent were staffed with people with university degrees while in the remaining councils, 72.8 percent of the staff had university degrees. No information was gathered on the number of MSW's employed by the Ontario councils. Consequently, no conclusion can be made about the dominance of MSW's on the staffs of councils. However, there is no reason to assume in this area that Canadian staffing patterns would differ radically from the American experience.

The Ontario Welfare Council's study reports that:

There was a significant difference in the source of funding of the five largest councils and the others. 11

The following table makes this clear:

TABLE 11

Funding Sources of Ontario Councils

	% United Appeal Funding	Non-United Appeal
5 largest councils	76	24
Larger councils	41	59
Smaller and developing councils	29	71

Source: Ontario Welfare Council, Social Planning in Ontario, (Toronto: Ontario Welfare Council, 1972), p. 3.

The five largest councils acquire 76 percent of their budget from the United Appeal while the other councils get significantly less than half from the same source. This differs from American experience where 87 to 94 percent of operating income of councils comes from united appeals and community chests. Again, however, American figures are based on a 1963 study while those quoted for the Ontario survey are based on 1971 data. It is quite possible that American percentages have changed in the same direction in the intervening 9 years.

It is noteworthy that managerial, administrative and related occupations are the largest occupational group represented on the boards of Ontario councils. Administrative and managerial occupations form a much lower representation in American experience. Again, comparisons are difficult since the Ontario study used a different set of occupational categories. For example, social work in the American study is grouped with health occupations. In the Ontario survey, social work is grouped with law while health occupations are treated as a separate item. (See Table III.)

However, as in the American study, working-class people are not well represented through boards on social planning councils in Ontario. Service occupations and trade union representation is at best eight percent and service occupations one percent. However, if we lump together service occupations, processing, fabricating, construction, transportation, and trade unions, and others, we arrive at a much more respectable figure - 13 percent in the case of the five largest councils. It should also be noted that trade union representation increases as the size of councils increases.

Although it would be difficult to support this generalization, the Ontario survey indicates a higher representation of working class people on its boards than American experience has shown. There would also appear to be a higher representation of administrative and managerial occupations on their council boards. There would also appear to be a much stronger representation of social workers in Ontario.

TABLE III

ANALYSIS OF THE BOARDS OF DIRECTORS OF SOCIAL PLANNING COUNCILS, BY OCCUPATION OF MEMBERS

Occupational category[1]	5 largest cities		6 next largest		All councils		O.W.C.	
	Number	%	Number	%	Number	%	Number	%
Managerial, Administrative and Related Occupations	46	33%	43	34%	99	30%	10	23%
Natural Sciences, Engineering	4	3%	4	3%	10	3.2%	1	2%
Social Work, Law, etc.	26	18%	20	16%	60	18%	8	19%
Religion - Ministers	6	4%	8	6%	22	7%	2	5%
Teaching, all levels	14	10%	10	8%	29	9%	7	17%
Medicine and Health	3	2%	3	3%	10	3%	-	0.
Artistic and Recreational	1	1%	1	1%	5	1%	-	0
Sales	2	1%	-	0	2	1%	-	0
Service occupations	2	1%	2	1%	4	1%	-	0
Processing, fabricating, construction, transportation, etc.	5	4%	8	6%	15	5%	2	5%
Homemakers	22	15%	23	18%	54	16%	8	19%
Trades Unions and Others	11	8%	5	4%	19	6%	4	10%
TOTALS:	142	100%	127	100%	328	100%	42	100%

1. Taken from Government of Canada list (1970) of major occupational groups (#12-537, Pages 15-23).

Source: Ontario Welfare Council, Social Planning in Ontario, (Toronto: Ontario Welfare Council, 1972), p. 7.

The Ontario survey did not attempt to cover carefully and thoroughly all the activities of councils. For the most part, the survey collected information on problem-focused activities and did not attempt to survey organization-focused activities. These problem-focused activities are listed in Table IV. They fall for the most part into the five general categories of problem-focused activity outlined in the American study referred to by Tropman. They are:

1) services to the indigent;

2) services in the rehabilitation field;

3) services to the chronically ill;

4) services to special groups;

5) agency improvement and development.

Tropman in his article in the Encyclopedia of Social Work concludes:

> One of the more salient points to note about council activities is their diversity. Councils undertake a wide variety of programs and problems, and they undertake them with differing degrees of intensity, expertness, and promise of success. Such activities are difficult to report in numerical terms, however, unless one is interested in the number of meetings, the amount of correspondence, the number of reports, and so on. Indeed this becomes one of the most difficult problems of any council -- to show the general public that it is in fact doing something. It is difficult to develop public appreciation for "planning" and "co-ordination." 12

These then are generally the functions of councils and the tasks they perform. Closely related to these are the issues and problems that councils generally face.

TABLE IV

NUMBERS OF COMMITTEES REPORTED BY COUNCILS IN INTEREST AREAS EXCLUDING ADMINISTRATIVE COMMITTEES

NAME OF COMMITTEE	5 LARGEST CITIES	LARGER COUNCILS	SMALLER COUNCILS	COUNCILS %
Children and Youth	10	7	2	19 (18%)
Day Care	5	3	2	10 (10%)
Housing	4	3	1	8 (7%)
Volunteers	5	1	2	8 (7%)
Aging	4	2	1	7 (6%)
Income Maintenance and Public Assistance	5	-	-	5 (5%)
Other	19	23	6	48 (46%)
TOTALS	52	39	14	105
Administrative Committees	15	15	13	42
GRAND TOTAL	67	54	27	147

Source: Ontario Welfare Council, Social Planning in Ontario, (Toronto: Ontario Welfare Council, 1972), p. 6.

Issues and Problems

According to Tropman, councils face a variety of problems and issues. These are:

1) independence
2) agency focus versus problem focus
3) task versus process orientation
4) auspices
5) organizational legitimacy

Council independence refers to their relationship to "funds". Councils and "funds" maintain a variety of relationships as will be seen in Chapters III and IV. They may be amalgamated with "funds" to form a United Community Service organization, or they may be separate bodies with interlocking board memberships. These are the two most common relationships.

The origin of councils would suggest that they would have an agency rather than a problem focus. Increasingly, however, councils are focusing on particular social problems from their genesis to their amelioration. Although councils engage in both of these types of activity, Tropman suggests they produce many stresses and strains.

Closely linked with the dilemma of whether to focus on problems or agencies is the issue of how the council approaches its work. A task-oriented approach is aimed at attaining definable,

concrete objectives. The task-oriented organization avoids problems which are diffuse. A process-orientation, however, attempts to facilitate interactions between parties under the assumption that appropriate interactions will result in task accomplishment. Councils over the years, argues Tropman, have tended more towards process than task and have often become mired down in tasks that are diffuse and never-ending.

An agency-focused approach is best articulated with a process orientation; a problem-focused approach is better suited to a task orientation. As councils become more problem-focused, they become more task-oriented. This, however, raises further difficulties because of the problem of auspices. If the council is the servant of the agencies and the "fund", its role is secure. If a council chooses not to be such a servant, who legitimizes the council? The obvious answer is for councils to find a new constituency, yet those who have tried have found it difficult to develop a new body of supporters who can be labelled as something more than a group of self-styled "do-gooders." Thus, the closest thing to a constituency for councils is the "funds" and agencies; yet councils are tending to move away from both of these and both potentially may come in for criticism in the planning studies of councils.

Political legitimacy is another continuing problem for councils. To be a viable planning organization requires authority and the stature of accomplished results. This suggests a problem-centered approach, but council staffs for the most part have their

roots in the social work tradition, which makes them more agency-focused than task-oriented. Tropman concludes that co-ordination is essentially a political task that requires functional expertise and enough "clout" to enforce decisions and overcome objections. Few councils have the political "clout" to engage in co-ordination. Moreover, the staffs of councils are not oriented towards such a major task.

The intent of this chapter has been to place the council phenomenon in a national and North American context, and to indicate the historical development of councils and the range of functions and tasks they have been performing, as well as the generalized issues they face. The following chapter will be more specific and will attempt to give a historical perspective to the Edmonton Social Planning Council.

FOOTNOTES

[1] John E. Tropman, "Community Welfare Councils," Encyclopedia of Social Work, (New York: National Association of Social Workers, 1971), p. 151.

[2] Ibid., p. 151.

[3] This national council was later named the Canadian Welfare Council and is currently known as the Canadian Council on Social Development.

[4] Toronto Welfare Council, History and Background of the Welfare Council: History of Organization for Co-ordination and Planning in the Fields of Health, Welfare and Recreation in Greater Toronto, (Toronto: Toronto Welfare Council, no published date), pp. 1-4.

[5] Tropman, op. cit., p. 150.

[6] Community Funds and Councils of Canada, Social Planning Organizations in Canada by Regions, (Ottawa: Community Funds and Councils of Canada, 1972), pp. 1-8.

[7] Tropman, op. cit., p. 151.

[8] Ibid., p. 152.

[9] The author realizes that there is no such thing as a .08 person. What this figure means is that some councils employ part-time people.

[10] Again fractions indicate part-time employees.

[11] Ontario Welfare Council, Social Planning in Ontario, (Toronto: Ontario Welfare Council, 1972), p. 3.

[12] Tropman, op. cit., pp. 153-154.

CHAPTER III

A SHORT HISTORICAL REVIEW OF THE EDMONTON SOCIAL PLANNING COUNCIL

A Council of Social Agencies

The need for a council of social agencies in Edmonton to co-ordinate and prevent the "costly" duplication of social services was recognized as far back as 1928 when some concerned local citizens and church organizations and the Canadian Council on Child Welfare [1] formed a social service council for Northern Alberta. Somewhat later in that same year, a committee of prominent Edmonton citizens under the chairmanship of Bishop Gray decided to conduct a survey of "reliefwork" in Edmonton.

This survey was carried out by Miss Marjorie Bradford, Secretary of the Montreal Council of Social Agencies. Mr. Howard T. Falk, Executive Director of the Montreal Council, was named Honorary Director and Advisor to the survey, since it was his recommendation to the local committee that such a survey be conducted. Miss Bradford's conclusions were that there was too much "overlapping" of welfare services and that a co-ordinating agency was needed to provide efficient organization of health and social service efforts in Edmonton. This survey was no more than completed when the Depression of 1929 struck and paralyzed all efforts to act on the formation of a council for the next ten years.

In 1939 the idea of a council of social agencies regained public attention when the Junior Chamber of Commerce began to

explore the need for a community chest. A provisional committee under the chairmanship of J. M. Imre was formed. This provisional committee was composed of a number of prominent local citizens.[2] To help them decide on the best way to establish a community chest the provisional committee commissioned a report on the subject by Miss Laura Holland of Vancouver. It was her recommendation that the formation of a community chest should be preceded by a council of social agencies. The committee accepted this recommendation and at a meeting of social service agencies and the provisional committee at the McDonald Hotel on November 28, 1939, approval was given for the formation of an Edmonton Council. At that same meeting approval was also given to the proposed constitution as recommended by the committee. As a consequence the Edmonton Council of Social Agencies officially began its work on February 1, 1940, with Miss Lillian Thompson as its first executive director.

The Organization of the Council of Social Agencies

As part of the incorporation of the Edmonton Council of Social Agencies, a Family Welfare Bureau and a Social Services Exchange were also established. "The work", to quote the first annual report, "of a family agency is to study the home in order to understand the problems therein, and to offer treatment on the basis of the understanding thus achieved. The general aim of treatment is to place the family in a position to cope with its

own difficulty." [3] It was understood at the time of incorporation that the Family Welfare Bureau would become an independent agency as soon as possible. Thus, in 1941, it became an agency independent of the Council. It currently operates under the name of the Family Service Association of Edmonton.

The Social Service Exchange was a card index file in which each agency using the exchange registered the names of the families and individuals it was assisting. If two or more agencies registered the same name, the Exchange staff informed them of their mutual assistance. The Exchange was one of the Council's first serious attempts to co-ordinate or prevent duplication among the various social agencies. In its first year of operation, the Council also established a Christmas Exchange to co-ordinate Christmas giving. It is interesting to note that the Christmas Exchange (or Christmas Bureau as it is now called) still continues to function for a short period each year, while the Social Service Exchange was discontinued in 1956 because social service agencies did not use its services.

Apart from the direct services, such as the Social Service Exchange, that the Council provided, the Council was organized into four areas of concern -- a health division, a family welfare division, a child welfare division, and a group work division. These according to the First Annual Report (p. 2) correspond to "the four main fields of social service." [4] The health division

was concerned with nutrition, housing, parent education, and hospital service. The family division was particularly interested in reducing the overlapping that occurred in the provision of relief services. The problems of delinquency and home and school relationships were the concern of the child welfare division. The fourth division, group work, studied such matters as camps, leadership in voluntary organizations, and standards of work.

The First Ten Years

During the first ten years of operation, the Edmonton Council of Social Agencies performed its central planning role most successfully by encouraging the development of social services to fill in the "gaps" that existed in social services available to people. Since the early years of the Council's existence were war years, it was inevitable that it should become involved in the special problems which arose with servicemen and their families. During the war-time period one of the most successful preventive social service programs was launched by the Dependents' Board of Trustees, which was established by the Department of National Defence in co-operation with the Edmonton Council of Social Agencies. The Dependents' Board administered what was described as a "large federal fund" to assist the dependents of servicemen whenever an emergency arose out of illness or other family misfortune. [5]

Not all of the first ten years of operation, however, were war years. The Council was consequently concerned with many other attempts to extend services to the community. As has been stated earlier, a Family Welfare Bureau was established in 1941. In-city camps were organized in 1943 and in 1944 the Council was pleased to note the fruition of one of its long time concerns: the establishment of a social service department at the Royal Alexandra Hospital with Mrs. Eric Richardson as its first medical social worker. In 1946, with the assistance of the Junior League, the Council set up an emergency housekeeper service, which has since become absorbed by the Family Service Association. It was also through the work of the Council in 1948 that a branch of the John Howard Society was established in Edmonton and in that same year, the Council played a part in the organization of the Edmonton Friendship Club. The Friendship Club was one of the first senior citizens' organizations to be formed in Edmonton.

Thus in its first ten years, the Council of Social Agencies played an important role in the establishment and development of organizations to look after a variety of needs of a growing urban population. The leadership role played by the private social agencies in the Council is undisputed. The 1950's, however, held a different set of problems and issues for the Council. The discovery of oil at Leduc in the late 1940's ensured for Edmonton an increasingly rapid economic growth. For the Council, this meant looking ahead at the kind of community services that would be needed for Edmonton and district.

A Council of Community Services

The Council began the new decade by changing its name to the Edmonton Council of Community Services. The rationale for this change is stated in a publication put out at the time of the Council's 25th anniversary. It was felt that the old name, the Edmonton Council of Social Agencies, "reflected a too narrow involvement in the community". (25th Anniversary, Edmonton Welfare Council). [6] "No longer was the Council solely concerned with co-ordinating the work of social agencies. It had to be expanded, it was felt, to accommodate many more organizations, agencies, groups and clubs concerned with the improvement of human welfare services." [7] This statement goes on to say that the Council's membership was expanded to include such other groups as service clubs, home and school associations, ethnic and cultural activity groups.

The Council continued in its role of participation in the initiation of new organizations and agencies to take care of emerging community needs. The Council and Community Chest thus had a very close relationship. In 1953, on the resignation of the Executive Secretary of the Community Chest, the staffs of the Council of Community Services and the Community Chest were integrated. Mr. Anguish therefore became not only executive director of the Council but also executive director of the Community Chest. [8] This joint staff arrangement remained in effect until 1961, [9] when the staffs

were again separated and a new executive director of the then United Community Fund was appointed. The boards of these two organizations, however, throughout the period, remained separate.

Thus the Council was active in the formation of a co-ordinating council for crippled children in Alberta and in the society for the physically handicapped in Edmonton. The discovery of oil at Leduc in 1948, as has been mentioned earlier, brought with it a rapid increase in population through immigration, not only from Eastern Canada and the United States, but also from Europe and other parts of the world. Concern for the immigrant and his adjustment gave rise to the formation in 1952 of the Edmonton Citizenship Council, In 1954, the Council of Community Services played an important role in the formation of the Edmonton Branch of the Mental Health Association of Canada, followed a short time later by the establishment of the Alberta Division of the Association. [10]

As has been noted earlier, Miss Lillian Thompson was appointed in 1940 as the Council's first executive director. She remained with the Council until 1944. Her successor was Miss Hazeldean Bishop. Miss Bishop resigned in 1952 and was replaced by Mr. Jack Anguish. Miss Thompson and Miss Bishop guided the Council through its formative years and gave it much of the thrust and energy it exhibited in the co-ordination of needed and existing social services. It was they who made the divisional committee organization work. However, with the appointment of Mr. Jack

Anguish, the Council was reorganized and the divisional committee structure was replaced by ad-hoc project committees to deal with particular social problems and issues. Along with this reorganization within the Council, the staffs of the Council and the Community Chest were combined to provide closer co-operation between central planning and financing. (A year after the Council began operations in 1940, a Community Chest had been formed for the central collection of funds for the various social agencies which belonged to the Council. The Community Chest officially came into being in 1941 when it conducted its first joint campaign for funds in October of that same year.)

Mr. Anguish remained with the Council as its Executive Director for three years. When he resigned in May of 1955, he was replaced by Mr. W. M. Nicholls. As the new Director, Mr. Nicholls undertook to extend the Council's influence in the community as laid out by his predecessor. [11] A youth services division was added in 1957. The organization and establishment of this division came about as a result of the interest on the part of the Chief of Police and the Mayor (William Hawrelak) in the City of Edmonton. Some 65 local organizations were brought together to consider not only the problems of delinquency but the total needs of youth. A steering committee was formed for this meeting and its recommendations were as follows:

1. that a youth services organization be attached to the Council of Community Services as a division
2. that the purpose of the division would be to

develop and maintain a progressively more effective balance between the needs of youth and community resources to meet those needs

3. that the main function of the division would be: co-ordination, fact finding, joint action, improving the quality of services and developing public understanding 12

A Welfare Information Service, now known as AID Service (Advice, Information and Direction), was organized in 1959 and operated as a direct service of the Council until 1972. The purpose of W.I.S., as it came to be known, was to provide by telephone public information on welfare, health, recreation and other services available in the community.

Thus in the decade of the 1950's, it could be said that the Council exerted a more positive role in its attempts to look at services provided to the whole community. However, in taking on such a role the Council moved away from its co-ordinating role with existing agencies and the active involvement of agency personnel on board and committees of the Council.

A New Role in Research and Planning

With the reorganization of the Community Chest into the United Community Fund in 1960, the joint staff of the Fund and Council were again separated in 1961. However, the Fund and Council remained associated through an interlocking board membership. The Fund named three of its board members to the board of

the United Community Fund. This interlocking board arrangement remained in effect until 1972 when the United Community Fund unilaterally terminated this relationship at its annual meeting.

Objects and by-laws of the Council were considerably altered in 1961. The changes as related in the 25th Anniversary report took "into account the growing importance of long-range planning and research". [13] In the first half of the decade of the 60's, the Council became more clearly involved in research and planning. This is evidenced in the number of studies it conducted -- a study on aging, the Northwest Edmonton Study, the Indian and Metis Study, the Juvenile Court Study, a study of transient men and a day care study. Its involvement with both municipal and provincial governments as well as the University of Alberta became much more intensive. These studies were often conducted with the co-operation and participation of government administrators and personnel and university professors.

Having launched the Council more clearly into these areas of research and planning, Mr. W. M. Nicholls resigned his position as executive director in 1964. He was replaced by Mr. E. Stewart Bishop. Mr. Bishop had had a long association with the Council. He served as its president in 1957 and was part of the board and executive of the Council for a number of years before and after his term as president.

During the 1960's the Council went through two name changes. In 1963 it was changed to the Edmonton Welfare Council

and in 1967 to the Edmonton Social Planning Council. These name changes were accepted on both occasions because it was felt that they more accurately reflected the Council's primary functions in research and planning.

Community Development

In the years that followed the 25th anniversary in 1965, the Welfare Council clearly began to move away from the research and planning role that it had assumed under the directorship of Mr. Anguish and Mr. Nicholls. Some members of the executive and board became interested in "community development" and the issue of poverty. This interest reflected a disenchantment with the research and planning role and their inability through research and planning to effect any significant change in the response to needs of people, and most particularly the poor. It was felt that animating the community had a better chance of changing this response than more research and planning. At the same time many board and executive members maintained that the Council could most effectively attack the issues of poverty through research and planning. The community development-oriented people began to see the Council as an agency in the community which could represent the interests of the socio-economically deprived.

This conflicting approach within the Council had serious repercussions for a number of years. Many of the Edmonton establishment who had supported the Council through membership on its

board and executive left or resigned. (See p. 67.) As a consequence, much of the traditional support for the Council was no longer there. Nor was there much support left for the Council in the existing social agencies that the Council had been established to co-ordinate and support. Any serious attempt to co-ordinate the work of the existing private and voluntary social agencies had been abandoned by the Council in the early and mid 1960's. Furthermore, the Council was held at "arms length" by the agencies because of its long and close association with the Community Chest and its successor, the United Way. (See p. 67.) Moreover, the Council's efforts, through its detached worker, to set up new organizations to respond to needs severely criticized and often threatened the programs of existing private agencies.

A New Set of Objects and By-laws

At its annual meeting in May of 1972 the Council membership adopted a new set of objects and by-laws. They were simplified and changed to reflect the Council's changed style of operation. The new objects instead of taking up two pages of print, can be stated in less than half a page. They are as follows:

1. The Edmonton Social Planning Council is an agent for social change and development.
2. An objective of the organization is to develop and maintain a voluntary non-governmental capability for informed decision making and action.
3. The Council provides resources to initiate and

> also to support efforts through which citizen plans can be developed and implemented. [14]

There were also several significant changes in the Council by-laws. A Co-ordinating Committee replaced the Board of Directors. And instead of the Board of Directors electing their own president, the Co-ordinating Committee could elect up to three co-chairpersons. Unlike the old by-laws where staff were not allowed to become members of the Council or serve on its Board of Directors, the new by-laws permitted both membership in the Council and membership on the Co-ordinating Committee. The Co-ordinating Committee consisted of a core of ten members, who placed their names in nomination for election by the membership at the annual meeting. These new by-laws also gave authority for the Co-ordinating Committee to co-opt any member of the Council by a simple majority of its elected members.

After having experimented with a new structure for three years, the Council in May of 1975 again amended its by-laws. They were amended to re-establish a single elected person responsible to an executive, of a president and two vice-presidents, and a Board of Directors. Since the United Way as well as members of the Co-ordinating Committee had some concern about the implications of staff domination of the Co-ordinating Committee, the by-laws were also amended to make it impossible for staff to remain or in the future become members of the Co-ordinating Board of the Council.

In hiring a new person to replace the Co-ordinator, Peter Boothroyd, an Executive Director, Elwood Springman, was hired. [15]

This change again makes the staff of the Council responsible to the Executive Director rather than the Co-ordinating Board or Co-ordinating Committee. It should also be pointed out that the objects of the Council remained unchanged and that the changes in structure do not change the direction of the Council but only the means by which it pursues its objectives.

New Directions for the Council

However much the Council's style of operation in the late 1960's may have upset the existing establishment and the existing social agencies, it did explore and develop new and more meaningful ways of attempting to meet the needs of people. The Council's attempts to approach the delivery of services in more meaningful ways have not yet been fully analyzed nor recorded. However, because it experimented with new approaches it did not fully abandon its research and planning role. In fact it could be argued that the Council took on a more realistic action research planning role than it ever had before in that it took a careful look at the whole community and its needs. Its discovery that needs were not being met was a threat to both government and private agencies, and ultimately to its own existence. Such projects as the Emergency Shelter for Women, the Blue Book on legal rights, the Downtown Youth Centre, and the Transient Men's Employment Project are examples of action research which clearly indicated that needs were not being met.

E. Stewart Bishop left in the spring of 1970 after having spent six years as Executive Director of the Council. He left the Council to take over the newly established planning department of the United Community Fund of Greater Edmonton. He was replaced by Bettie Hewes as Acting Executive Director. Mrs. Hewes had a long involvement with the Council both as a volunteer and an employee. She served for a number of years on the Board of Directors, during two of which she was President. She began her employment with the Council in 1968 as a Planner. Under Mrs. Hewes, the Council continued and expanded its community development role.

After two years as Acting Executive Director, Mrs. Hewes resigned and was succeeded by Peter Boothroyd who was given the new job title of Co-ordinator, rather than Executive Director. The difference in title indicated that while the staff under an executive director were responsible through him to the board, the staff under the Co-ordinator were directly responsible to the Co-ordinating Committee (Board). Mr. Boothroyd came to the Council with a very different background. He was not a social worker and could most accurately be called an urban sociologist. Because of this urban orientation, the Council took on a wider focus than the traditional areas of Council concern in health, social services and recreation. Urban planning, urban environment and participatory democracy became additional issues to focus on.

In attempting to record the historical development of the Council and the various directions that its executive directors

and co-ordinators have taken it, has been analyzed and discussed. The writer has not attempted to assess the influence that Council presidents and chairmen have had on the organization. Although voluntary boards hire their staffs and most particularly their executive directors, organizations like the Council, in the writer's opinion, more clearly reflect the philosophy and values of their executive directors or co-ordinators than their chief elected officers. However, a research study to determine the influence of Council presidents is needed to determine the validity of this opinion.

Conclusion

In its 35 years of existence, the Council has changed substantially. The Council began as a creature of the private agencies and as a co-ordinator of their activities. In the early 1950's to the early 1960's, the Council asserted a wider community role in research and planning. In the 1960's, the Council became an organization in its own right and by the end of the 1960's had abandoned its agency co-ordinating role and had assumed a community development role. The 1970's have shown the Council to be oriented not only towards community development but also towards urban problems and urban issues.

Before any attempt to discuss in detail the Edmonton Council's changed role, an examination of the changing role of government and its effect on other councils in Canada is appropriate.

Chapter IV, therefore, will in a more generalized way look at the changed roles of councils in Canada.

FOOTNOTES

[1] In 1929 the name was changed to the Canadian Council on Child and Family Welfare. This same organization again changed its name to the Canadian Welfare Council and is today known as the Canadian Council on Social Development.

[2] Other members of the committee were the Reverend Father T. Ryan, Director of the Catholic Welfare Bureau; J. G. Nickerson, Manager of the Royal Bank of Canada; J. F. Lymburn, K.C.; Joel K. Smith, past president of the Junior Chamber of Commerce; and John Dower, an Edmonton businessman.

[3] Edmonton Council of Social Agencies, First Annual Report, (Edmonton: Edmonton Council of Social Agencies, 1941), p. 2.

[4] Ibid., p. 2.

[5] Edmonton Council of Social Agencies, Fourth Annual Report, (Edmonton: Edmonton Council of Social Agencies, 1943), p. 9.

[6] Edmonton Welfare Council, 25th Anniversary: Edmonton Welfare Council, (Edmonton: Edmonton Welfare Council, 1965), pp. 5-6.

[7] Ibid., p. 6.

[8] Edmonton Council of Community Services, Thirteenth Annual Report, (Edmonton: Edmonton Council of Community Services, 1953), p. 2.

[9] Edmonton Council of Community Services, 21st Annual Report, (Edmonton: Edmonton Council of Community Services, 1961), p. 19.

[10] Edmonton Welfare Council, op. cit., p. 6.

[11] Ibid., p. 6.

[12] Edmonton Council of Community Services, 1956 Annual Report, (Edmonton: Edmonton Council of Community Services, 1956), p. 6.

[13] Edmonton Welfare Council, op. cit., pp. 7-9.

[14]Edmonton Social Planning Council, Objects, (Edmonton: Edmonton Social Planning Council, 1972), p. 1.

[15]It is interesting to note that Mr. Springman has a social work background. The reader may well conclude that because of this, the Council may again concentrate on health and social welfare issues. However, though a social worker by profession, Mr. Springman's training and work experience are in the community development area which does not confine itself to health and social welfare issues.

CHAPTER IV

THE CHANGING ROLES OF COUNCILS

Introduction

It would be impossible to look at the changing role of councils without first examining the changed role of government in the provision of health and social services. The more visible presence of government has resulted in many problems for councils. They have had to consider seriously whether to continue as organizations with a new role and function, or whether to close shop and let government do that for which it was elected. The purpose of this chapter is to look at the changed role of government and how that has affected councils. Following this analysis, new roles for councils will be discussed.

Role of Government

To say that the role and responsibility of government in the area of health and social services has changed dramatically is an obvious truism which few would dispute. But because the change has been so dramatic, a review of that change bears repeating here.

Reuben Baetz, Executive Director of the Canadian Council on Social Development, in his address to the Edmonton Welfare

Council on the occasion of its silver anniversary banquet on May 5, 1965, made a comprehensive review of this changing role and responsibility. He pointed out that at the outset of Confederation the family structure provided for its members not only in times of health, but looked after them when they were sick, old, or unable to work. He quotes Sir John A. MacDonald as saying in 1867 that "hopefully a time will soon come when private charity will relieve governments of all their existing commitments for public welfare." [1] Mr. Baetz concludes by stating that "during the first 30 years of Confederation no government at any level assumed much responsibility for the health and welfare of its citizens."

Though 8,000 Canadians died of tuberculosis in 1908 and an estimated 40,000 were suffering from the disease, only one T. B. sanitorium was publicly operated in Canada by the Province of Nova Scotia. It contained a total of eighteen beds. Private charity, on the other hand, operated six sanitoria with a total of 234 beds throughout the entire country.

World War I served to point out to Canadians the sad state of health in the nation. Over 50 percent of all young men called into military service had to be rejected as medically unfit. It was also evident that infant mortality in Canada was higher than any other industrialized nation. These two revelations did motivate public authorities to create a federal department of Public Health in 1919. In that same year Alberta appointed its first

Minister of Health, but it was not until 1944 that the Federal Health Department was expanded to include welfare. Again in that same year the Alberta Public Welfare Department was established. The quickening pace of public involvement in health and welfare is demonstrated by a series of statutes:

- Federal Old Age Pension Act 1928
- Unemployment Insurance Act 1940
- Family Allowance Act 1944

"By 1951," states Mr. Baetz, "Canadians had come a long way from the early 1900's in their social thinking, when old age pensions had been regarded as a 'direct discouragement to the habit of saving', as 'pandering to socialism', and as 'political bribes offered out of other people's money'." [2]

Mr. Baetz quotes the most recent addition to our Social Service legislation as being the contributory Canada Pension Plan and speculates that there will be a rapid implementation of a national medicare program and his prediction has most certainly come true.

These, concludes Mr. Baetz, are some of the major federal and provincial (provincial because many of them are shared cost programs or are administered provincially) developments in the income maintenance field that have occurred since Confederation. In the years since Mr. Baetz gave his address, the issue of income maintenance has been extended to include the consideration of a guaranteed annual income. The Working Paper on Social Security

in Canada published by the current Minister of National Health and Welfare, Marc LaLonde, indicates that the implementation of some form of guaranteed income may in the immediate future become a reality.

In commenting on the Alberta Provincial Social Welfare scene, Mr. Baetz makes the following comments:

> ...I would say that the social services here in Alberta are as advanced - as enlightened if you will, as any in the country. Particularly since the establishment of the social allowances programme here in 1960, some very remarkable progress has been made. The Province of Alberta, for instance, more than any other Province, has moved toward a genuine needs approach to public assistance recipients. A "needs" rather than a "means" test approach to social assistance can be of little value unless there is also an enlightened view of what constitutes "need" in our society today. And in this respect Alberta too is a pace-setter in that the provincial department reviews the actual allowances scale every year, which is in contrast to the more haphazard review followed in some other provinces. 3

Thus even in the most reputedly conservative province in Canada, the role and responsibility for health and social welfare has changed considerably.

The position stated by Mr. Baetz in the following qupte sums up the prevailing attitude on the role and responsibility of governments in Canada in the Social Welfare area:

> In 1960 Mr. Pearson said "the State has the responsibility of providing, by social security legislation, a cushion between the citizen and catastrophe to help him in circumstances where he cannot help himself or support himself." This view is supported by all major political parties

> today and most citizens. And even a very brief and inadequate review of some of our major public health and welfare programmes indicates that we have indeed moved a long way from the hope expressed by Sir John A. MacDonald that "private charity would soon relieve the governments of all their existing commitments for public welfare." 4

The role of local or municipal authorities in the provision of health and social services has clearly been eroded by the senior governments assuming a major role and responsibility in this area. And if the advice and recommendations of the Province of Alberta's Position Paper on Public Assistance Incentives in Alberta, January, 1975, is acted on, the erosion will become even more pronounced. One of the conclusions in the Paper recommends:

> That the Province offer to relieve the municipalities of financial and administrative responsibility for public assistance. 5

It is clear that government and particularly senior governments have over the years asserted a major role and responsbility for planning and providing health and social services. In view of this fact Mr. Baetz states:

> It has perhaps, occurred to some of you (Edmonton Welfare Council) that the time may have come when the most responsible decision you, as a local voluntary planning body, could make to this community would be to "close shop" and get out of business. You might argue that after all, in the course of our social history, the responsibility for welfare has moved clearly and inexorably not only from the municipality to larger provincial and federal units, but also from the voluntary to the public sector. It is true that whereas in 1960, 60% of all public welfare costs were carried by the

> municipalities, today they assume only 3% of public welfare expenditures. And the extent of the shift from private to public is reflected in the fact that today governmental health and welfare expenditures amount to some $4 billion annually, as compared to some $40 million, or one percent, raised by all united appeals in Canada for our 2,000 voluntary health and welfare agencies. Moreover, this trend for responsibility from the smaller community unit to the larger provincial or federal will no doubt continue, as will the trend from private to public. [6]

The trend to which Mr. Baetz refers and his suggestion that it will continue is confirmed in the figures for 1969. Total governmental expenditures in 1969 on health and welfare were somewhat in excess of $9 billion as compared to some $51 million, or .5 percent, raised by all united appeals in Canada. [7]

This dramatic change in the role and responsibility of government in health and social services fields and particularly the planning of them has required social planning councils to either "close shop" or re-direct their activities. Not only has this change in role and responsibility affected social planning councils, it has also affected funding bodies - United Community Funds and United Ways. They too, most obviously, have a much more limited role to play.

However, compared to social planning councils, United Ways still exert influence because they continue to collect and control funds for a number of private agencies. Moreover, they represent the donors in the private sector who still hold influential and powerful positions in the community. They represent what

they themselves call the "private sector" [8] as opposed to the "volunteer sector." The "private sector" may more accurately be interpreted to mean the "free enterprise" sector which considers the giving of private charity to be important - far more important than the funds they dispense would justify - and that government involvement should be limited. Councils, on the other hand, have worked hard and diligently to get government to take a more responsible and active role. Thus councils and "funds" often find themselves at opposite ends of the political and philosophical spectrum. This ideological split has further heightened the difficulties which councils have experienced in re-defining their roles.

Finding a New Role

From the analysis presented this far it is clear that during the last half of the 1960's and early 1970's, councils experienced a serious identity crisis. The old role of co-ordination of the private agencies was being rejected, governments had taken a more responsible role in social planning and did so with much greater resources, authority and legitimacy. This in turn made it difficult for councils to act as an authoritative body which could bring together both private agencies and governments to develop social policies. The question was where do councils go from here?

Now that the peak of the identity crisis has passed, a somewhat more objective look can be taken. Though the literature

of the period is somewhat confused - anybody going through an identity crisis is bound to be confused - much of it is remarkably insightful and perceptive.

Reuben Baetz, in the 1965 address referred to earlier, suggested the following roles for a voluntary non-governmental community planning body:

1) to improve the effectiveness of individual voluntary agencies and system of community services

2) to work with public and voluntary bodies for the development of sound public social policies and

3) to deal effectively with new problems arising out of social change. 9

The first of these roles is a continuing one - the co-ordination of voluntary agencies. The purpose of the Council under this role was to be a diagnostician of ailing agencies. At the same time Councils were to give leadership to agencies and help restore them to renewed health and vigor.

In the second of these roles, Mr. Baetz suggests councils take on a constructive critic's role in development of social policies. Such a role would take the Council beyond the role of planning for private agencies. It would be a critic of both government and private agencies and would, in Mr. Baetz' words, "obtain a slice of reality" which governments and private agencies cannot always recognize.

Automation and urbanization were in Mr. Baetz' analysis producing changes which would require considerable adjustment. Councils, he suggested, could perform an important role in the necessary social adjustment by looking ahead and anticipating and thereby ameliorating adjustment to changes in technology and life style. By so doing social problems could be prevented. Mr. Baetz could not elaborate on or articulate the major influence urbanization and economic growth would have on the lives of people. However, he did see the process of urbanization as one of the important change factors to which people would have to adjust, and he did see councils, although not very clearly, involved in helping people to adjust to urbanization and change.

D. M. McConney, Executive Director of the Social Planning Council of Metropolitan Toronto, in a paper presented to a staff development conference in March of 1968, was much clearer about the role of councils past, present and future. In attempting to describe the past and present role of councils he quoted some remarks of C. F. McNeil, who was at one time Director of the Council in Philadelphia, which bear repeating here:

> As I have reflected upon the history of councils, I have become increasingly convinced that one of our basic problems has been that we have assigned to councils functions which, although in most ways compatible, are extremely difficult, maybe impossible, of administration in a single organization. Let me illustrate what I mean.
>
> 1) Councils have been heavily depended upon for central services. Examples are volunteer

bureaus, information and referral service and social service exchanges. To operating agencies especially, these and other such functions have been considered as of high value.

2) We have allocated to the council the functions of improver, standard-setter and, sometimes, co-ordinator of services; frequently co-ordination on an experimental basis which borders closely upon activities of a direct service nature.

3) Similar to this has been the role of advisor, consultant, and frequently supporter of new or expanded services.

4) As innovator, planner of new ideas, of new services, of new designs for services.

5) As evaluator, sometimes resulting in elimination of services or even agencies. The delicate role of being, at times, advisor, consultant, supporter of member organizations and yet being sufficiently community-centered to look beyond existing structures to new ideas, new designs, is seen in bold relief.

6) We say that councils are, must be, problem-solvers. Here again it is clear that we must life our eyes above the agency structures of the community, identify, weigh, assess problems, and create plans for community solutions that will take into consideration existing community structures, and yet will be strong enough to rise above them and not be limited by them.

7) We have allocated to councils the role of "social actionist". In so doing, we have, I believe, underestimated the difficulties involved in an action role placed in an organization which has, as one of its great qualities, a multitude of concerns in a whole variety of problem and service areas. I could give several illustrations of criticism deriving from lack of direct action on this or that issue when frequently such action on mature reflection would have been adjudged unwise or inappropriate. Make no mistake about my position. I am for a strong action role. I

simply believe it must be selective both in content and method. And finally,

8) There are those who see a prime role of a council as civic mobilization; by this may be meant, among other things, promoting the development of and providing a variety of staff services to various civic organizations and neighbourhood groups to help them to be more effective in their efforts toward community improvement and community development. I wonder sometimes if it has been, in the main, the absence of adequate community forces for civic mobilization and action which has tended to bring down upon our community planning agencies the wrath of God, the Federal Government and the Ford Foundation. You can see that I believe that God is still with us, or I would not be doing the kind of job I am doing. And I leave you with a question as to the extent of a council's responsibility for this lack.

Mr. McConney goes on to say:

> Traditionally Councils have been related primarily to the social agencies and to voluntary agencies. There are now tremendous questions in the future development of services as to the role of the voluntary social agency, and what is the "constituency" that the Council deals with as all of these shifts and changes take place. In Montreal and Quebec, the program known by the term 'social animation' represents what some of you will recall was referred to in the keynote speech at the Biennial Conference in 1967 as the future constituency of the Council: the citizen group, community development, "the people" as opposed to "the agency" structure. 10

More clearly, Mr. McConney raises the question of the changing constituency of Councils and of a community development - social animation role.

In a paper, The Dilemmas of Councils in the Seventies, prepared for the Canadian Funds and Councils of Canada Biennial Conference held in Regina on January 31, 1971, Dr. J. W. Frei and Ian Walker attempted to outline some of the alternative roles Councils could assume.

In their analysis of the situation in which Councils find themselves, Frei and Walker confirm what Baetz and many others were saying. Government is now involved in almost every aspect of society and governments clearly and increasingly determine social policy and goals and make the fiscal resources available to meet those goals. They go on to state:

> Social issues, such as pollution, poverty and natural resource development and control, are now legitimate subjects of political debate and decision-making. All social issues have become political issues, and are seen as issues that will have to be resolved, ultimately, through the political process. 11

According to Frei and Walker the message is clear to Councils:

> Government is and will continue to be the main source of power, decision-making, priority-setting and service-rendering in relation to concerns about the quality of life. 12

Ameliorating for people the processes of technological change and urbanization are also seen by Frei and Walker to be a useful role for Councils.

> There are many important roles which the volunteers and voluntary-sponsored organizations can perform, such as innovation of services, development of representative systems of citizen participation,

advocacy lobbying concerning changes in legislation and delivery of public services.

For the councils an important role is that of social planning, which has to deal with many problems, especially with the runaway technological development and resulting lag in social and societal development. 13

They go on to say:

> For our purposes, however, we would like to suggest that social planning should be perceived more as an active intervention in societal processes aimed at more humane and just uses of the technological advances to improve the well-being of individuals, especially those who are faced with problems caused by these technological advances.
>
> Social planning is, therefore, concerned about all aspects of the relationship between people and the environment and the political and economic system.
>
> We should preface our statement about the function of social planning councils by stating that planning, particularly social planning, is not the sole responsibility of social planning councils. Indeed, over the last few years social planning councils have become concerned about their role, precisely because many organizations, in particular government, have assumed social planning functions. We wish to state here that social planning councils can become one of the important organizations that have the skills and capacity to enable the citizen to relate to the political system. 14

To assume the role of ameliorating the processes of urbanization and technological change requires of councils a more citizen grass-roots approach. Frei and Walker conclude that such a role has not been fully accepted either by "funds" or councils.

Many Councils in Canada as a result of this identity crisis have folded. This was particularly true of those in Western Canada. As has been indicated by my introductory chapter, the social planning councils in Saskatoon, Regina, and Calgary have folded while the Halifax and Dartmouth Welfare Council was disbanded and re-constituted under provincial sponsorship. In Ontario, however, Councils have survived and are even thriving. This is due to the continued existence and support of the Ontario Welfare Council. The Ontario Welfare Council is a provincial organization of social planning councils. One of its functions is to give support to established social planning councils in the local setting. The only Councils to survive on the Prairies have been the Edmonton and Winnipeg Councils.

The Councils in Ontario have continued to maintain close relationships with "funds". As a consequence they continue to perform for funds a private agency co-ordinating function. Table III in Chapter II indicates that Councils in Ontario have not radically changed in role and focus.

If Ontario Councils had taken up the challenge which Baetz, McConney, and Frei and Walker were suggesting, there would be some evidence of committees upon issues in the areas of physical planning and citizen participation. It might well be argued, however, that a large number of committees, 46 percent, could not be categorized and some of these, particularly in the larger urban

centres, may have been on such urban issues. Nevertheless, from evidence provided it can be only assumed that few councils in Ontario have ventured into new fields away from both agencies and "funds".

Chapter V discusses the changes in the Edmonton Social Planning Council. The changes in role and function of the Edmonton Council, as the reader will soon see, certainly have not followed the pattern of Ontario Councils.

FOOTNOTES

[1] Reuben Baetz, Address Given at the Silver Anniversary Banquet of the Edmonton Welfare Council, (Edmonton: Edmonton Welfare Council, 1965), p. 1.

[2] Ibid., p. 3.

[3] Ibid., p. 4.

[4] Ibid., p. 4.

[5] Alberta Health and Social Development, Position Paper on Public Assistance Incentives in Alberta, (Edmonton: Government of Alberta, 1975), p. 2.

[6] Baetz, op. cit., p. 5.

[7] Samuel A. Martin, Financing Humanistic Service, (Toronto: McClelland and Stewart Limited, 1975), p. 122 and pp. 189-191.

[8] United Way of Edmonton and Area, 1971 Statement of Basic Purposes, (Edmonton: United Way of Edmonton and Area, 1971), p. 1.

[9] Baetz, op. cit., pp. 6-10.

[10] D. M. McConney, Role of the Voluntary Planning Council, (Geneva Park: Community Funds and Councils of Canada, 1968), pp. 2-3.

[11] J. W. Frei and Ian Walker, The Dilemmas of Councils in the Seventies, (Regina: Community Funds and Councils of Canada, 1971), p. 6.

[12] Ibid., p. 7.

[13] Ibid., p. 7.

[14] Ibid., p. 7.

CHAPTER V

THE CHANGED ROLE OF THE EDMONTON SOCIAL PLANNING COUNCIL

Introduction

Despite attempts to find new directions for Councils, few have taken up the challenge. Councils in Ontario still have as their main concerns the co-ordination of the planning for private health and social service agencies. Not many of them have adopted a clear identity with citizen groups or have become primarily concerned with issues in technology, urbanization and community planning.

These traditional community concerns of duplication and the co-ordination and planning for "gaps" in health and social services provided the motivation for the formation of the Edmonton Social Planning Council. With the benefit of hindsight involving events all over North America, the agencies in Edmonton and their advocates clearly saw the need to establish a Council, and after one year of its operation a Community Chest was organized and immediately began a united campaign for funding. In establishing both a council and a chest, Edmonton was following a well-established pattern already laid down in most larger North American cities.

The Edmonton Setting

Population Growth

In the intervening years between 1928 and 1974, Edmonton has grown from a small city of seventy thousand to a large one of almost half a million people.[1] The rate of growth has varied, with the largest percentage increases occurring in the late 1940's and 1950's. This rate of five to six percent declined in the early 1960's and remained constant at approximately three percent. Since 1968, yearly increases have been declining to the point where the increase in 1974 was only .75 percent.

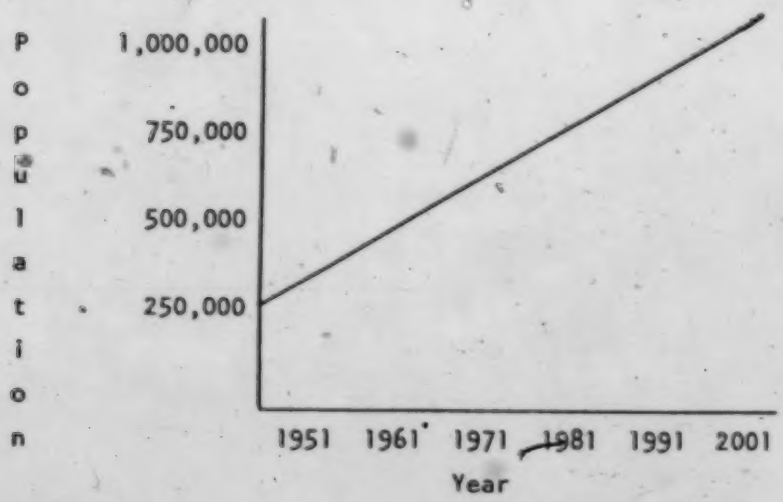
However, to confine one's analysis of Edmonton's population growth to its municipal boundaries would be misleading. When Edmonton ran out of municipally owned land for development and costs for land began to escalate, housing developments began to take place in many of the satellite communities around Edmonton. Therefore, it would be more appropriate to look at the growth in the Edmonton area, as has been done by the Edmonton Regional Planning Commission in its Growth Studies Project rather than the growth within its municipal boundaries. The Growth Trends in the Edmonton Area: Background Paper No. 2 makes the following points:

> Since 1951 the population of the Edmonton area has increased from 210,000 to 570,000 people, nearly tripling the area's population in less than 25 years.

The current rate of population growth is approximately 15,000 per year. If population growth continues at this rate, there will be 1,000,000 people living in the Edmonton area by the year 2001.

Figure 1

Edmonton's Population Growth [2]



Every 35 minutes the population of the Edmonton area increases by one person. Every two hours a new household is formed that will need housing, employment, recreation facilities and other community services. [3]

Physical Boundaries

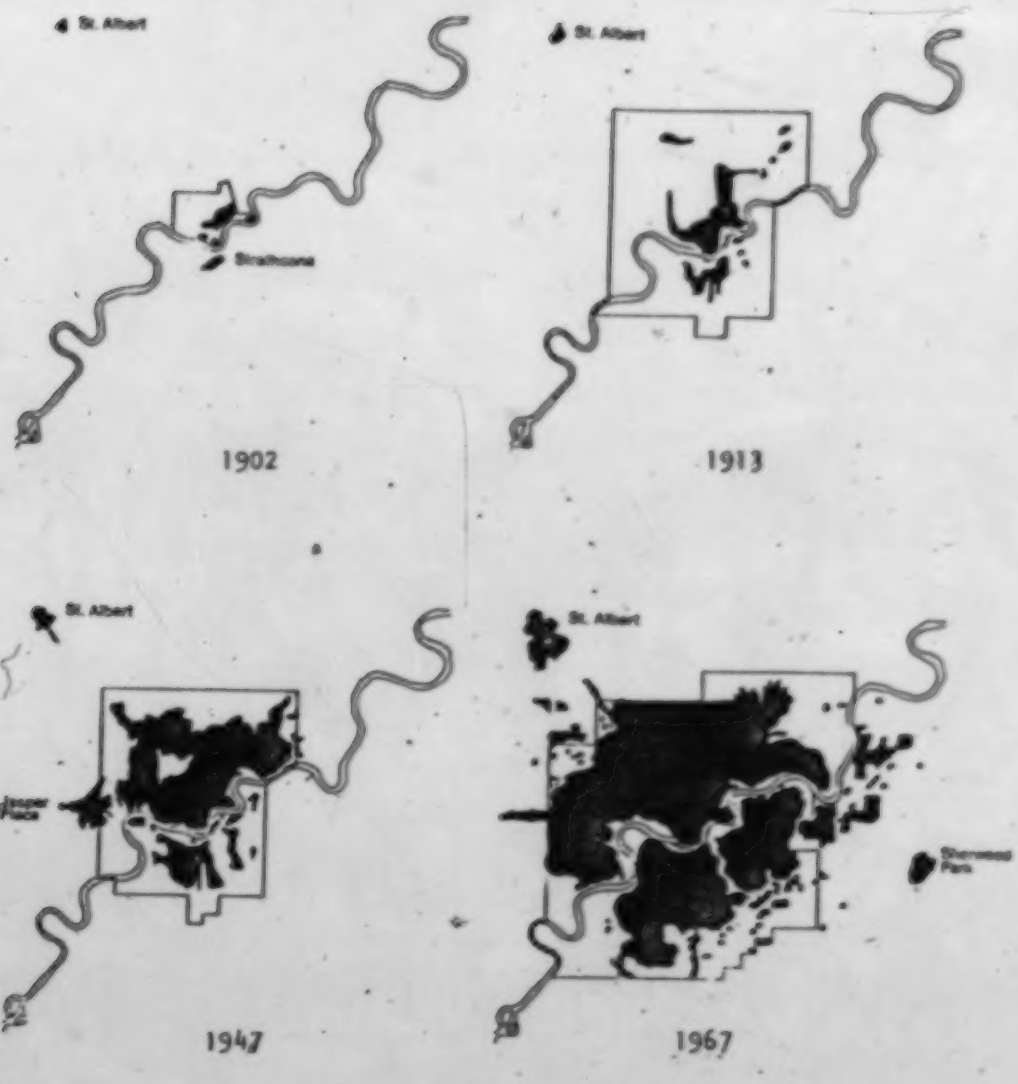
In 1928 the City of Edmonton covered a land area of some 41 square miles. Since 1954 there have been twelve annexations resulting in a present city of 121.39 square miles. The following map shows the extent of Edmonton's growth from 1902 to 1967.

Industrial Growth

The Edmonton Regional Planning Commission's Growth Trends Studies Project, Fact Sheet No. 3, sums up Edmonton's industrial growth in the following statement:

> The present period of economic development is probably most affected by the post-World War II discovery of oil near Leduc and Redwater. This has resulted in Edmonton becoming a major petroleum and petrochemical producing area in addition to its more traditional roles as a distribution, agricultural product processing and servicing centre. [4]

There can be little doubt that with considerable growth in population and in physical boundaries, Edmonton's industrial labour force would have increased over the years and particularly since the discovery of oil in 1947. Table VI will give some indication of the growth of Edmonton's industrial labour force over two ten-year periods, 1951-61 and 1961-71, while the relative importance of various industrial census division categories is indicated in Table V.



EDMONTON URBAN AREA HISTORIC GROWTH PATTERN

Source: Planning Department, City of Edmonton.

TABLE V

Approximate Percentage of Study Area (Edmonton) Industrial Labour Force by Industrial Division 1971

Industrial Division	Approximate Percentage
Primary Industries	4.9
Manufacturing	11.2
Construction	8.5
Transportation, Communication & Utilities	9.2
Trade	17.1
Finance, Insurance and Real Estate	4.3
Service	27.1
Public Administration	10.2
Unspecified	7.4
	100.0

Source: Edmonton Regional Planning Commission, Growth Trends Fact Sheet: Background Paper 3, (Edmonton: Edmonton Regional Planning Commission, 1974), p. 19

TABLE VI

Approximate Percentage Changes in the Study Area (Edmonton) - Labour Force by Industrial Division, 1951-1961 and 1961-1971

Industrial Division	Percentage Change 1951 to 1961	Percentage Change 1961 to 1971
Agriculture	1.0	- 18.7
Other Primary	18.7	28.1
Manufacturing	55.6	41.4
Construction, Communication & Utilities	73.8	32.9
Trade	77.1	35.3
Finance, Insurance & Real Estate	98.9	74.5
Service	104.7	91.8
Public Administration	109.1	43.5
Total	71.2	56.7

Source: Edmonton Regional Planning Commission, Growth Trends Fact Sheet: Background Paper 5, (Edmonton: Edmonton Regional Planning Commission, 1974), p. 20.

Fact Sheet No. 2 sums up the above two tables with the following statement:

> The two tables indicate that substantial growth occurred particularly in the service; public administration; and finance, insurance and real estate divisions of the labour force. These industrial divisions accounted for 41.6% of the total 1971 labour force.

The foregoing has been presented to give the reader some understanding of the growth of Edmonton over the past 35 years of

Council history. The rapidity of Edmonton's growth and its attendant problems have provided the milieu for the Council's new role in the issues of urbanization, community planning and citizen participation.

The Traditional Role

It is obvious when one examines the first few annual reports of the Council that the agencies dominated. Their membership is prominently displayed on the first page of the 1940 First Annual Report, Council of Social Agencies, Edmonton.

Each agency appointed two representatives to the Council and wherever possible, one of these was a staff member. These representatives spread themselves, depending on the focus of their agency, among the four divisions of the Council - health, family welfare, child welfare and group work. Each of these divisions was chaired by an agency member and each division reported separately in the Annual Report and continued to do so until 1952.

Agency membership in the Council in 1940 numbered 62 and reached its apex in 1963 with 83 agencies.[5] Membership was diverse and not confined to private agencies which required funding. Government agencies, like the Civic Bureau of Public Welfare, the Separate and Public School Boards, and the Child Welfare Branch of the Province were members. Local service organizations such as the Elks Lodge, the Federation of Community Leagues, the I.O.D.E.,

the Junior League, and the Kinsmen and Kiwanis Clubs were also members.

The Council had an agency membership of 68 in 1941. In contrast to this the first Community Chest Campaign was conducted on behalf of 28 agencies.[6] It is evident, therefore, from the early history of the Council and the Community Chest that the Council was mandated and clearly played a wider and more comprehensive role in the community than the Community Chest. It was a role which went beyond the co-ordination of private health and social agencies for which the Community Chest collected funds. There was an acceptance by the private agencies, municipal and provincial governments, that in the provision of health and welfare services, the Council of Social Agencies would plan, co-ordinate and perform a research role for the whole community. Their acceptance of this was demonstrated by their membership in the Council and their initiative in establishing the Council. This comprehensive role was also well articulated in the 1941 Second Annual Report. The seven purposes of the Council were described as:

1. to prevent duplication of effort through
   - The Community Chest
   - Policy Planning and
     Exchange of Information

2. to protect the family life through
   - The Family Welfare Bureau and
     The Family Welfare Division

3. to preserve and improve health through committees on
   - Nutrition
   - Prenatal Care
   - Housing and
     Medical Social Work

4. to stand on guard for children

5. to guide youth

6. to see the community as a whole through
   - The Executive Committee and
     The Publicity Committee

7. to help achieve victory 7

Purpose Number Six, "to see the community as a whole", indicates that the Council was concerned for the whole community and not just the volunteer or private sector. However, the predominance of agency membership in the early years ensured that the Council would not lightly or easily abandon the agencies in favour of a wider and more comprehensive community focus and role.

It is interesting to note that the final purpose listed above is "to help achieve victory". This serves to remind us that the Council was formed just as World War II broke out. The dedication that people felt towards winning the war carried over to those who established and worked for the Council in its formative and initial years. That dedication and enthusiasm is most evident in the first two annual reports and does not re-appear in annual reports until the early 1960's. Their dedication, enthusiasm and excitement is exemplified in the introduction to the 1941 Second Annual Report:

> Sixty-eight social service organizations comprised the Edmonton Council of Social Agencies in 1941. They formed twenty-six committees and as a Council they were responsible for two hundred and fifty meetings.
>
> The field of activities was almost unbounded. Members did everything from worrying over children's playthings to founding a Family Welfare Bureau, from counting Christmas hampers to inaugurating a Community Chest. They became domestic and did things about food. Like Shelley the Council of 1941 found "life like a dome of many-coloured glass". [8]

Community leadership was not lacking in the early years of the Council. Edmonton's most prominent citizens gave it their time and talents. The first chairman, Mr. W. T. Henry, [9] was a former Mayor of Edmonton and Mr. J. M. Imrie, the first Vice-President, was Vice-President and General Manager of the Edmonton Journal. Mrs. F. C. Casselman, Secretary, was a Member of Parliament, Joel K. Smith, the Treasurer, was a prominent member of the Junior Chamber of Commerce. Additionally, the legal profession, prominent businessmen and influential clergy were well represented on the Board of Directors.

Thus the Council in its early years was agency-oriented and agency-controlled. Because agency membership was not confined to private health and social services, its purview was wider and its co-ordination and planning was asserted for the whole community. The energy and dedication of effort to win the war spilled over to those who worked to establish the Council. It could not have failed, especially since Edmonton's most prominent and influential

citizens (the Establishment) gave it their unqualified support in time and resources. This is in marked contrast to the Council today.

The Process of Change

The Edmonton Social Planning Council today is neither agency-oriented nor controlled. Agency membership was dropped in 1967. It is not an "establishment" organization and no longer pretends to do agency co-ordination and planning. Nor is its focus confined to health and social service concerns. It is, as stated in the objectives of the Council, "an agent for social change and development." Further,

> An objective of the organization is to develop and maintain a voluntary non-governmental capability for informed decision making and action.
>
> The Council provides resources to initiate and also to support efforts through which citizen plans can be developed and implemented. 10

When one examines the events which led up to the changed role of the Council, it is evident that the Council abandoned and lost its supporting constituency. It is also clear that the initiatives taken by the Province in the early and mid-1960's took away the raison d'être for a traditional Social Planning Council.

Until 1960 the agencies were very much the predominant influence of both councils and "funds". The Community Chest was "an agency organization and a co-ordinator of agencies accountable

to themselves." In 1959-60 the United Community Fund of Greater Edmonton was organized to replace the old community chest. This concept of federated and professional funding (U.C.F.'s) came from the United States where in some of their larger cities there were too many "red feather" (community chest) campaigns. [11] This of course was not the problem in Edmonton. There was only one Community Chest. The only separate fund body in Edmonton was the Red Cross. Hence it came into the United Community Fund as a "fund" and not an agency. But not only was the United Community Fund a system of federated funding, it was also a system of corporate or large organization funding as opposed to canvassing for individual contributions. Thus U.C.F.'s were corporate donor organizations who had the influence and skill to raise large sums of money. Thus U.C.F.'s brought professional fund raisers to the financing of voluntary and private community services.

The effect of this, however, was to relieve the agencies of control of their funding. The inevitable conclusion of such a take-over is to create friction and distrust between the funding body and the funded agency. Although U.C.F.'s could raise more dollars for the agencies, the dependent relationship over time became restrictive. It meant also that health and social services became subservient to fund raising and good public relations and that donors became more important than agencies and the people they served. The Edmonton Council of Social Agencies was consulted

about, consented to, and encouraged the establishment of the United Community Fund of Edmonton. This is evident in the following quotations from the Annual Report for 1958 and The 20th Annual Report: 1959:

> Welfare services cost money, whether the money comes from voluntary contribution to the Community Chest, through separate drives, or through taxation. The Council has been in a critical position in relationship to the joint financing of voluntary services through the Community Chest and has been able to relate both the services of voluntary agencies and public welfare services to a more clear-cut and co-ordinated picture of welfare needs and services in Edmonton.
>
> Two or three years ago the question of a United Appeal was looked into and not too much interest was shown. Within the last year however, interest was revived in this district owing to rapid development of United Funds on this continent and more particularly in Canada. The Chamber of Commerce acted to establish a committee to explore the feasibility of a United Fund in Edmonton and from this a recommendation was received to form an independent citizen's committee to give further study to means of implementation. It is felt by the Council Board we have reached the stage where there is a need for those interested in voluntary community services to be made aware of the advantages and problems of the United Fund method of financing. 12
>
> The pages of the twentieth annual report present in summary a review of many projects, and I commend these reports to your most earnest perusal. During the past year, in addition to a very full program of on-going projects, there has been intense activity displayed by the Board of Directors, Committees and the Council membership in the formation of the United Community Fund. We have been fortunate that the Council has been looked to with trust and co-operation during the period of transition to a new and expanded concept of fund-raising federation. There is no doubt now that the Council will play a never more critical

> role in relation to the voluntary program of services. Great responsibility will be placed upon our voluntary leadership in the immediate future. 13

As a consenting and consulted party, the Council took the first step in divorcing itself from the agency constituency through which it had its beginning. Because it was identified with the "fund", its power and influence were mistrusted.

Although Council did not formally eliminate agency membership until 1967, to all intents and purposes it was eliminated as far back as 1963. The then President, Mrs. F. William Hewes, in her report indicated this when she wrote:

> The first thing we did last year on the direction of the Annual Meeting was to change our name. A small mechanical detail perhaps - but symptomatic of a much deeper change which has taken place gradually. Becoming the Edmonton Welfare Council gave us a new outlook, a new shape, it put an end firmly to an old era and gave our changed philosophy legal status. We are no longer a Council of services but a Council for welfare and changing our name stated once and for all that we are prepared to act like one. 14

"No longer a Council of services but a Council for welfare" really meant that they were no longer a Council of agencies. Though a list of agency members was printed on the Annual Report for 1963, it was the last year that any such list appeared apart from the list which appeared in the 25th Anniversary Publication of the Edmonton Welfare Council in 1965. (See Table VII.)

TABLE VII

Agency Membership in the
Edmonton Social Planning Council

Year	No. of Agencies	Year	No. of Agencies
1940	62	1952	*
1941	68	1953	*
1942	*	1954	*
1943	60	1955	63
1944	62	1956	76
1945	61	1957	61
1946	58	1958	64
1947	58	1959	66
1948	59	1960	69
1949	62	1961	75
1950	*	1962	82
1951	*	1963	83

*Not recorded
Agency membership not recorded after 1963.

Source: Edmonton Social Planning Council, Annual Reports.

The early 1960's were exciting times at the Council. Poverty was a burning national issue and change was in the air - The 22nd Annual Report was titled The Challenge of Change. "The Challenge of Change" and the excitement that went with it was part of the provincial scene and the Council welcomed and encouraged the initiatives taken by the Province and the involvement that governments sought from the Council. Thus the Council encouraged the formation of a Provincial Department of Community Development in 1963-64 and the later Human Resources Development Authority and the related policy of Human Resource Development. When the

Province enacted the Preventive Social Services Act in 1965, the Council again welcomed this initiative by government. Thus by more involvement with government in the establishment of the Human Resource Development policy and Preventive Social Services, the Council felt it was more effectively performing its role in community planning and development.

But these initiatives by government did much to erode the raison d'être of the Council. Thus instead of the Council taking the initiative, it was government taking the initiative. The formation of a Preventive Social Services Advisory Committee under the Preventive Social Services Act of the City of Edmonton really undermined and called into question the need for a voluntary City Social Planning Council.

> The main purpose of the Preventive Social Service Program is to facilitate social planning administration and program development and implementation at the community level. 15

From the above quotation it is clear that the Preventive Social Services Advisory Committee was designed to perform a function that is social planning, which the Social Planning Council had performed historically in the City of Edmonton. And the Council in its support of the Preventive Social Services legislation unwittingly undermined its own reason to be.

The formation of the Department of Youth in 1966, again although supported by the Council, put in question the need for the

Youth Services Division of the Council and its interest in recreation.

Thus the initiatives of the Province in social planning deprived the Council of a continued useful role in the social planning and co-ordination of health and social services. Governments, moreover, when they assume such roles, have far greater resources at their disposal and have a much more legitimate mandate to assume such a role than a voluntary social planning organization. In effect, by taking the initiative, the Province had taken the leadership which the Council had performed or was thought to have performed for a number of years in the Edmonton community.

The New Role

Having abandoned its agency constituency, the Council could no longer assert a co-ordinating role for the private agencies. Having actively supported increased responsibility of government in the health and social services field, the Council found itself philosophically and ideologically on the opposite side of the fence from the United Community Fund. Therefore, the role of being a planning arm to the "fund" was unacceptable. And having unwittingly supported government legislation which would eventually deprive it of its traditional and voluntary planning role in the community, the Council took the obvious avenue open to it. It decided that

in "community development" there was a significant and important role to play. It was no accident, however, that the Council chose a community development role. The Council's interest in this subject dates back to 1961 and 1962. At the conference, "The Challenge of Change", which preceded the 1961 Annual Meeting, community development was one of the subjects enthusiastically discussed. Moreover, in the 1963 Annual Report the President of the Council, Bettie Hewes, enthusiastically endorsed community development. (See page 86.)

The interest in community development which began in the early 1960's was reinforced by Reuben Baetz at the 1964 Silver Anniversary celebrations when he suggested to the Council that this was a significant role it could play. This continuing interest in community development was again re-vitalized in the visit of Michel Blondin of the Conseil des Oeuvres of Montreal in 1968. M. Blondin was an advocate of Social Animation. Social Animation can best be defined as a branch of community development.

It is also significant that Bettie Hewes, who as president of the Council in 1962 and 1963, and who enthusiastically endorsed community development at that time, became an employee of the Council in 1967. As a staff member she maintained her interest in community development and when she took over as Acting Executive Director in 1970, the Council clearly became a community development organization.

No Council in Canada to date has so clearly and irrevocably moved away from traditonal council roles and functions. In this respect the Edmonton Council is unique. There remained, however, numerous misunderstandings and issues to settle before the new role and function of the Council was fully accepted. As late as November of 1974, when the Board of Directors of the United Way unilaterally commissioned Mr. Henry Stubbins to carry out a study of the relationship between the Edmonton Council and Fund, it was obvious that the United Way did not fully accept and understand the change in role and function that the Council had assumed.

Mr. Stubbins is a consultant who was for many years closely associated, in a staff capacity, with "funds" and councils in Ontario. Consequently, his analysis of the fund-council relationship in Edmonton reflected his Ontario experience. He also made the assumption that Ontario experience should be the pattern for the rest of Canada and in this instance the pattern for Edmonton. Therefore, his study report recommended that the United Way place the following conditions on the Social Planning Council if it were to continue receiving financial support from the United Way. These conditions were:

1) Reorganization of its Board of Directors so that it is more representative of the general community (business, organized labour and established agencies). Cross-representation between United Way and Council Boards should be established.

2) Prohibit paid staff from exercising a vote on the Board of Directors - this should apply to all United Way agencies.

3) Hire an experienced staff person with credibility to help the executive director exercise leadership in the community, particularly with the established agencies and especially in the area of under-financing of voluntary services, suggesting a need for more government financing of established services.

4) A greater balance in the selection of planning activities with more emphasis on health and welfare.

5) The Social Planning Council, with the help of the United Way, should seek a substantially increased city grant for its core budget.

6) Consider disbanding the United Way's own planning department with a full mandate to the Social Planning Council providing they change their priorities and staff. 16

If these recommendations had been followed, the Edmonton Social Planning Council would have been back where it had been five or six years ago. It would share with most Councils in Ontario the common objectives which the Ontario Welfare Council notes and Mr. Stubbins quotes. They are:

1) to facilitate citizen participation in the making of decisions on social issues and the provision of services;

2) to act as an independent social researcher and social critic, to set forth alternatives for policy and action and to advocate specific solutions and reforms;

3) to promote and facilitate co-operation and co-ordination within the voluntary sector and between the voluntary sector and government. 17

Objectives One and Two describe the Edmonton Social Planning Council. Objective Three more accurately reflects the current

activity of the Planning Department of the United Way of Edmonton and Area. However, there is an inherent conflict between the first two and the last objective. To facilitate citizen participation and perform the role of social critic would seriously conflict with a role of promoting inter-agency co-operation and co-ordination. The critic cannot easily switch roles and become a co-ordinator and a promoter of co-operation when he may the following day question the quality of work which he was co-ordinating the previous day. Even if the switching of roles were possible, the person involved would be viewed, by those for whom he must co-ordinate, as so threatening that any co-operation and co-ordination would be impossible.

Fortunately, Mr. Stubbins' recommendations were not acceptable to either the United Way or the Social Planning Council. As a consequence the United Way set up an ad-hoc committee with representation from the Social Planning Council, members of the Board of the United Way and several other interested and neutral individuals.[18] This Ad Hoc Committee on the Stubbins Report confirmed the relationship between the United Way and the Council. The Committee in its report to the Board of the United Way on June 17, 1975, concluded the following:

> 1) The United Way must accept the responsibility for some planning and co-ordination of social agencies. This may be done either directly by volunteers and staff within the United Way; or in consultation with other agencies or individuals.

2) The functions which the Social Planning Council are now performing are separate and distinct from the planning services of the United Way and are considered essential to the community of Edmonton. 19

Out of these conclusions the Committee made the following recommendations which were approved by the Board of the United Way. They are:

a) That the Social Planning Council exist in its own right as an organization separate from the United Way.

b) That the United Way accept the responsibility for the area of social planning which they feel is their responsibility. How this planning is carried out is the responsibility of the Board of Directors of the United Way, and

c) That the Social Planning Council should be funded under the same guidelines and procedures as any other agency which is supported by the United Way.. 20

The acceptance by the United Way of the Social Planning Council as just another private agency in the community marks the conclusion of a struggle between the United Way and the Council. It confirmed for the Edmonton Council an independent role enjoyed by no other Council in Canada. It confirms for the United Way its role in co-ordinating and planning for the private agencies in Edmonton. It recognizes the ideological and philosophical differences which have existed for many more years than the current conflict. As has been pointed out much earlier in this thesis, the Council in Edmonton has always maintained a more global view

of the health and social service needs of the community than the more narrow focus of the Fund. This is made clear in the 1941 Second Annual Report when the Council reported its membership to include 68 organizations. Chest membership in contrast reported that their first successful campaign was conducted with, and on behalf of, 28 agencies.[21]

The recognition of the Council as an independent social and urban critic which encourages citizen participation in the urban and social issues, relieves the Edmonton Council of the constant and conflicting roles which other councils must continue to live with. Though the Council's new role has been officially recognized only in 1975, in actuality it had achieved this state at least four years previously. In the next chapter these latter four years are examined in greater detail.

FOOTNOTES

[1]City of Edmonton, 1974 Census, (Edmonton: City of Edmonton, 1974), p. 1.

[2]It is recognized that a population projection of 15 thousand persons per year would be reflected in a curved line rather than a straight line graph. The graph is reproduced here as it appeared in the original document of the Edmonton Regional Planning Commission which was simplified for public consumption and discussion by the E.R.P.C.

[3]Edmonton Regional Planning Commission, Growth Trends in the Edmonton Area: Background Paper 2, (Edmonton: Edmonton Regional Planning Commission, 1974), p. 3.

[4]Edmonton Regional Planning Commission, Growth Trends Fact Sheet: Background Paper 3, (Edmonton: Edmonton Regional Planning Commission, 1974), p. 18.

[5]Edmonton Welfare Council, 24th Annual Report, (Edmonton: Edmonton Welfare Council, 1964), p. 22.

[6]Edmonton Council of Social Agencies, 1940 First Annual Report, (Edmonton: Edmonton Council of Social Agencies, 1941), p. 1.

[7]Edmonton Council of Social Agencies, 1941 Second Annual Report, (Edmonton: Edmonton Council of Social Agencies, 1942), p. 1.

[8]Ibid., p. 1.

[9]Mr. Henry was Mayor of Edmonton from 1915-1917. He was first associated with Blowey and Henry Furniture retail sotre and in 1931 left the retail business to form the wholesale firm of Henry, Graham and Reid.

[10]Edmonton Social Planning Council, Objects: Edmonton Social Planning Council, (Edmonton: Edmonton Social Planning Council, 1972), p. 1.

[11] E. Stewart Bishop, Director, Planning Department, United Way of Edmonton and Area, Interview, Edmonton, Alberta, May 8, 1975.

[12] Edmonton Council of Community Services, Annual Report for 1958, (Edmonton: Edmonton Council of Community Services, 1959), p. 2.

[13] Edmonton Council of Community Services, 20th Annual Report, (Edmonton: Edmonton Council of Community Services, 1960), p. 13.

[14] Edmonton Welfare Council, 24th Annual Report, (Edmonton: Edmonton Welfare Council, 1964), p. 2.

[15] Department of Health and Social Development, Preventive Social Services: Administrative and Policy Outline, (Edmonton: Government of Alberta, 1970), p. 9.

[16] Henry Stubbins, Report of Study on Edmonton Social Planning Council and United Way of Edmonton and Area Relationships, (Edmonton: United Way of Edmonton and Area, 1974), pp. 11-12. (Mimeographed)

[17] Ibid., p. 4.

[18] The committee consisted of Mrs. Joan Harrison (chairman), Mr. H. McNeil, Mrs. S. Sparling, Mr. W. L. Mack, Mr. M. Day, Mrs. C. Sam, Dr. G. Kupfer, Mr. Ian Walker and Mr. R. Soderstrom. Mr. E. S. Bishop and Mr. Hugh Harvey of the staff of the United Way attended as did Mr. Peter Boothroyd of the staff of the Social Planning Council.

[19] United Way of Edmonton and Area, Conclusions and Recommendations of the Special Committee on the Stubbins Report, (Edmonton: United Way of Edmonton and Area, 1975), p. 4. (Mimeographed)

[20] Ibid., p. 4.

[21] Edmonton Council of Social Agencies, 1941 Second Annual Report, (Edmonton: Council of Social Agencies, 1942), p. 1.

CHAPTER VI

ADAPTATIONS IN THE NEW ROLE

Introduction

The Council entered the seventies with a new Acting Director, Mrs. Bettie Hewes. Like Mr. Bishop, Mrs. Hewes was a former president of the Council and in her President's Report for 1963 she clearly indicated her enthusiasm for community development. She said:

> We are pleased too, to note that the Government of Alberta has established a Community Development Department which cuts across all other services. We look to this Department for assistance and support as we apply these techniques to an increasing number of Council projects. We must accept that this may be a slower method of problem solving but a surer one. Leadership has to come from the kind of person who causes people to want to make changes and get things done, not by one who does them himself or pressures action.

She made this even clearer when she said:

> Governments and the general public tend to link Welfare Councils only with voluntary agencies and so we have not always been called in to consult when and where we could be most useful. This attitude has undergone a real change and we enjoy an even closer relationship with many government departments both provincial and municipal and not restricted to health and welfare but including education, recreation, finance, cultural development, etc. Governments have a central role to play in planning and like our thinking, theirs seems to be becoming more problem-centered. But surely the Welfare Council has a part to play that the government cannot fill. It will always be difficult for the government to involve citizen groups in planning

> and policy making and here the Council can provide real assistance and support.
>
> May I stress that we must continue to give on the spot first aid consultative service, in addition we are trained to serve in community organization and community development. All three are required and will continue to be. [2]

This commitment to community development was predominant in the period during which Mrs. Hewes was Acting Director and can be called, for purposes of analysis, the Community Development Period. This period was characterized by the assumption within the Council and particularly by its staff that the poor and disadvantaged need to be organized so that they can make their just and rightful demands upon the community.

When Peter Boothroyd took over as Co-ordinator of the Council and replaced Mrs. Hewes two years later, there was a return to a social planning approach in which greater emphasis was placed on substantive problem solving and on selective participation of people. And two years later again, when making a review of past effectiveness, the Council modified this approach to a community consultant role. In this way the Council was able to play a much less public role. Its emphasis was on consultation to community groups.

The Community Development Period 1970-72

One of the most influential staff persons in the Council during this period was Ms. Lynn Hannley. Ms. Hannley was first

employed by the Council in 1968 [3] as a detached worker to provide some "direct contact between the Council and 'client groups' particularly in the Boyle Street area." [4] Ms. Hannley's appointment was the Council's first step into community development. Its paranoia on the one hand and enthusiasm on the other is demonstrated by the way in which she was hired: by the Board but responsible neither to the Board nor to the Executive Director. She was indeed detached. In time, however, Ms. Hannley built up a working relationship with Mrs. Hewes who was then working as a planner with the Council. By the time Stewart Bishop resigned in early 1970 and the Council had increasingly moved toward a community development approach, Ms. Hannley had assumed a far greater position of influence.

This period was characterized by an ad hoc response to self-help and community groups who recognized inadequacies in many services. It was also a period in which projects were internally initiated to demonstrate how services could be designed to meet needs more effectively. Thus the Council was directly involved in setting up the Boyle Street Information Centre and eventually the Boyle Street Community Services Co-operative. Homeless and transient women were a concern. As a consequence the Council nurtured and gave support to the Women's Overnight Shelter. Housing was perceived as a major issue at the root of many social problems. Hence the Council became involved in establishing a charrette (a vehicle process) to start a housing co-operative.

The Council's interest in housing was also demonstrated in the support and encouragement it gave to the Edmonton Citizens for Better Housing - a group of people concerned about the adequate provision of housing.

A group within the Council were also concerned about the rehabilitation of convicts released from jail. The Council gave this project, the Future Society, support through office space, volunteers and ex-convict volunteers to run a self-help counseling project which began with the prisoner before he left jail. There was concern about transient men and their employment which arose out of the Council's Boyle Street contacts. By funding and supporting unemployed transients to conduct their own employment service, the Council demonstrated that unemployed transients could be more effective in finding themselves jobs than existing employment agencies, both private and public.

One of the last self-help projects of this period with which the Council became involved was the charrette held by the Action Group of the Disabled. The purpose of the charrette was to develop a housing proposal for handicapped people with primary consideration being given to their particular needs and preferences in housing.

Both the Board and the staff of the Council during this period adopted an egalitarian mode of operation. This was reflected in the way in which the Council structured itself. Board

meetings became open to whomever wished to attend. Friday morning executive meetings became information exchanges and support-giving sessions for community workers to go about their detached work independently. There were frequent discussions on the equalization of salaries while staff and board members' roles became diffuse and interchangeable. This egalitarian approach finally culminated in the re-writing of the Objects and By-laws of the Council. Thus when the new Objects and By-laws were accepted at the Annual Meeting in May of 1972, the Council no longer had a President. In the President's place was substituted a "troika" of three Co-chairmen. Instead of a nominating committee to find and nominate new co-ordinating group members, interested persons were asked to nominate themselves for election at annual meetings. Ten such self-nominated persons were elected to serve as a co-ordinating group for the Council instead of a Board. There was no provision for continuity of membership, as in the old Objects and By-laws where one-third of the board, for example, was elected per year. Instead of an executive director to act as the chief staff person of the Council, a co-ordinator was appointed. This meant that the staff were not responsible to the co-ordinator but rather to the co-ordinating group.

The By-laws were also changed so as to allow staff members to sit on the co-ordinating committee. This was one of the most radical departures from the usual objects and by-laws of a non-profit registered society. This change produced some difficulties

for the staff of the Council and some concern within the United Way.

Social Planning Period

Thus the new staff and the newly elected Co-ordinating Group of the Council in 1972 found themselves trying to create a new structure to work in and at the same time to cope with the development of a new and different role for the Council in Edmonton.

In a recent informal paper put together for new (1975) Board members of the Council, Peter Boothroyd sums up cogently the consensus at that time.

> There was a concern by the new staff and by a number of people on the co-ordinating committee that the Council's role as a community developer was too diffuse and hazy to allow it to maintain itself financially. There was a great sense of identity crisis (not uncommon in social planning councils at any time). 5

In attepting to deal with this diffuseness, Figure 2 was developed by the staff of the Council at that time to help staff and co-ordinating committee members understand the Dimensions of Social Planning.

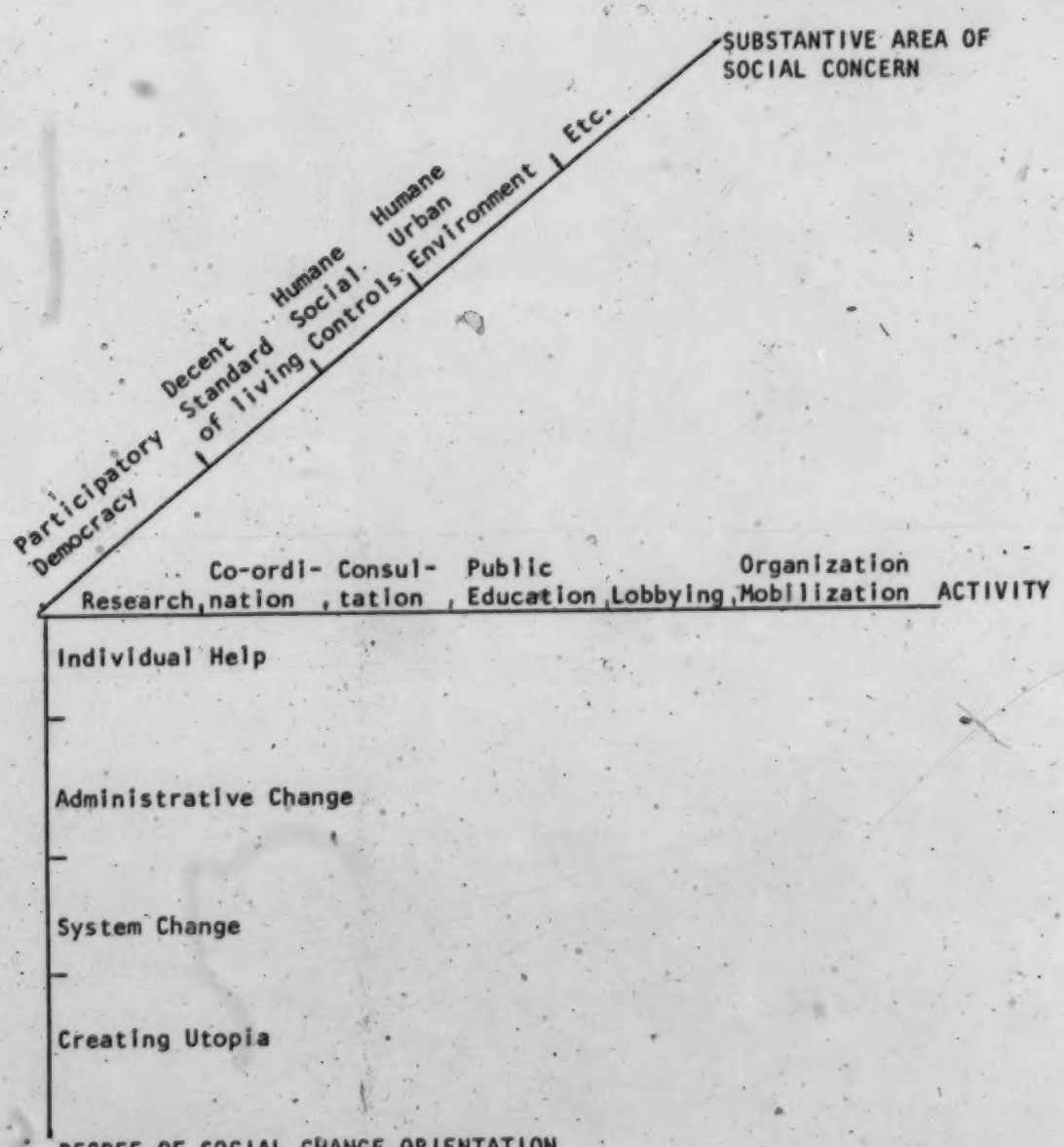
This diagram outlines the substantive areas of social concern of council members and staff. They were participatory democracy, decent standard of living, humane social controls and humane urban environment. These areas of social concern were defined in the following way:

> The Edmonton Social Planning Council maintains citizens' commissions whose responsibility it is to continuously explore present social policies, to recommend social objectives and to appraise the community's progress in reaching these objectives. Each commission's work is directed toward one of the following long-term social goals.
>
> Participatory Democracy, which includes concern with the accessibility of public information, the success of community councils and the development of mechanisms to link citizens and officials.
>
> Decent Standard of Living, which includes concern about the present patchwork of welfare programs and their collective inadequacy to eliminate poverty, the continuing difficulty for many in getting complete and proper health care and the very low wages for which too many people work.
>
> Humane Social Controls, including concerns about our present treatment of criminal offenders, alcoholics, drug addicts, transients, the mentally ill and children.
>
> Humane Urban Environment, focusing on the social consequences of our choices for urban transportation, neighbourhood and downtown design, and the questionable adequacy of present housing standards and supply. 6

At the same time within these areas of social concern, the diagram outlines the extent of possible social change and social change orientation. It ranges all the way from helping the individual, to achieving administrative and system reforms and creating utopia. The Council took the position that with its limited resources it could best hope to achieve changes in the administrative and social system areas. To achieve these administrative and system changes the Council had to enter into

Figure 2

DIMENSIONS OF SOCIAL PLANNING



Source: Edmonton Social Planning Council, 1972.

some activity. The range of activity is indicated in the diagram by the horizontal line. Thus the Council could do research, co-ordination, consultation, public education, lobbying, and organization-mobilization. The staff and Co-ordinating Committee at that time concluded that they could do research, consultation and public education, but that they could not provide direct service to individuals or co-ordinate agencies, since they did not have the resources to organize and mobilize individuals and groups to achieve its objectives in social change.

Thus to achieve its objectives within these parameters of social concern the Council established Citizens' Commissions in the four substantive areas of participatory democracy, decent standard of living, humane social controls, and humane urban environment. These four commissions were to be,

> ...comprised of at least six citizens representing a broad range of experience and expertise. The commissions meet regularly throughout the year. The commissions' "social audits" will appear at the end of each year. You are invited to indicate to the Edmonton Social Planning Council's Co-ordinating Committee your interest in participating in one of these commissions. 7

To carry out the activities of research, consultation, public education and lobbying, the Council established Task Forces on specific issues and problems. These task forces responded to government position papers and various other urban and planning issues. Task Forces were to be,

> ...composed of about a dozen people broadly representative of the relevant interests, including people directly affected by the matter under consideration (consumers), government officials from relevant jurisdictions and departments, and people with technical expertise. The task forces typically meet about four times over two months and issue brief factual reports. 8

Through the involvement of citizens, in both task forces and commissions, and through their recommendations, the Council attempted to maximize its resources to achieve social change in administrative practices and fundamentally in the system. (See Figure 2.)

Consultation to Citizen Groups

After two years of work within this structure, considerable modifications were made. The effectiveness of the Council in achieving its objectives was not convincing. In assessing their effectiveness in achieving administrative and system changes, the staff and the Co-ordinating Committee concluded that they were most effective when they were acting as consultants to citizen groups.

The Council's role as a consultant to citizen groups evolved and developed over time. Early in 1974 the Council responded to a request from the Oliver Social Action Committee to prepare a community profile. The purpose of the profile was to give the Social Action Committee and the citizens of Oliver, information about their community - population, land use, trans-

portation and services - so that they could deal with re-development plans proposed for their community from an adequate information base and thereby more fully participate in its re-development. The Co-ordinating Committee of the Council, in 1975, made the decision that its top priority would be to respond to neighbourhood groups. Such a decision made a major shift in the activities of the Council. Thus instead of lobbying and engaging in public education programs, the Council is supplying consultative services to citizens who can then make their own representations to governments. This means that less time is spent on task forces and commissions and social planning issues. It now assumes a consultative role to a community's own development.

Citizen Planning and Development

As has been noted earlier, the objects and by-laws of the Council were considerably modified in 1972 to reflect an egalitarian philosophy and ideology. Early in 1975 the by-laws were again modified though the objects of the Council were not changed. The changes in the by-laws really reflect a movement back to a more traditional board and staff reasponsibility.

It very quickly became obvious that a "troika" chairmanship was not the most desirable form of leadership for the Council. None of the three Co-chairmen assumed a clear leadership responsibility. Each assumed that the other would do so. As a

consequence staff were frequently left with responsibility for carrying out some of the major responsibilities of the Co-ordinating Committee. To the United Way the fact of staff membership on the co-ordinating committee raised some serious questions for them about the volunteer direction of the Council and potential of staff to misuse their positions and dominate Council activities. This concern is stated in a recent informal paper of the Council.

> With the development of Stage 3 (consultation to citizen groups) in the work of the Council came an increasing concern about the Council structure which on the one hand provided for no vigorous volunteer leadership on the part of a few, but on the other exacted heavy time commitments from all in the form of bi-weekly meetings. Strain developed between many on the Co-ordinating Committee and the staff, the former often feeling that they were being manipulated by the staff and used as legitimizers for the Council activities without having any control over them, the latter feeling the Co-ordinating members were willing to make decisions without bearing the responsibility for carrying them through. It is hoped that the new structure will alleviate this strain by identifying a hierarchy of roles in terms of time commitment expected of volunteers and concomitant responsibility expected. At the same time, certain aspects of the immediately previous structure have been retained, such as the opportunity for the Board to co-opt members, the openness of meetings, etc. Apart from the official by-laws, the structure of the Council was changed to provide for an Executive Director instead of a Co-ordinator. This too should more clearly delineate lines of authority for the benefit of the Board (they will know who is in charge), the Executive Director (authority will now match sense of responsibility), and new staff (who previously had no senior staff person to designate or evaluate work). [9]

Thus the major by-law changes which were adopted at a special general membership meeting on March 27, 1975, were in the co-ordinating committee structure and in staff representation on the co-ordinating committee.

The Co-ordinating Committee was re-named a Co-ordinating Board with a President, and two Vice-Presidents elected at each annual meeting instead of the three co-chairmen being appointed from within the co-ordinating group. Another major change, although not a by-law change, was the decision to hire, on the resignation of the co-ordinator, an executive director to whom the staff of the Council would be responsible.

In the years since the Council adopted a clear community development role, it has refined that role and will undoubtedly continue to refine it in the future as we have just seen. It had adopted this community development role to achieve change in society. The next chapter, therefore, will analyze the Council as an agent for social change.

FOOTNOTES

[1]Edmonton Welfare Council, 24th Annual Report, (Edmonton: Edmonton Edmonton Welfare Council, 1964), p. 4.

[2]Ibid., p. 4.

[3]Edmonton Social Planning Council, Annual Report 1968, (Edmonton: Edmonton Social Planning Council, 1969), p. 4.

[4]Ibid., p. 6.

[5]Edmonton Social Planning Council, Recent Edmonton Social Planning Council History, (Edmonton: Edmonton Social Planning Council, 1975), p. 2. (Mimeographed informal staff discussion paper.)

[6]Edmonton Social Planning Council, Annual Report 1972, (Edmonton: Edmonton Social Planning Council, 1973), p. 1. (Pink section).

[7]Ibid., p. 1. (Pink section).

[8]Ibid., p. 1. (Pink section).

[9]Edmonton Social Planning Council, Recent Edmonton Social Planning Council History, (Edmonton: Edmonton Social Planning Council, 1975), pp. 1-2. (Mimeographed informal staff discussion paper).

CHAPTER VII

SOCIAL CHANGE

Introduction

So far the history of the Council, its old and its new roles in the community have been described and analyzed. The Council's function as an agent for social change has been only briefly touched on. The purpose of this chapter is to look at that function more closely.

The Edmonton Social Planning Council boldly states in its 1972 objectives that it is "an agent for social change and development." What is social change? Everett Rogers defines it in this way:

> Social change is the process by which alteration occurs in the structure and function of a social system. [1]

Zaltman, Kotler and Kaufman see the implications of such a brief definition grouped into three categories. "First there is the source of the impetus of change. Second, it is necessary to consider the various ways in which change manifests itself. Finally, the consequences of change must be anticipated and studied." [2]

It is the impetus for social change that is of interest here. The impetus may come from within the social system or from

outside; social change may be planned or unplanned. As a change agent, the Edmonton Social Planning Council, as its name implies, is primarily interested in planned social change. At the same time, it has to be a current and historical analyst of social change. However, there are few models for analyzing social change organizations. One of the most comprehensive is that advanced by Rothman. Thus the following pages examine the Council's role as a change agent in terms of Rothman's models of organizational strategy for achieving social change.

Rothman's Models of Community Organizational Practice

Rothman outlines three approaches or models:

a) Locality Development

b) Social Planning, and

c) Social Action

Locality development is seen as a grass-roots community organization approach where wide public participation is used to achieve social change. A person working within this model maintains a low profile by encouraging community initiative through democratic procedures, voluntary co-operation and internal leadership.

In contrast to locality development, the social planning approach emphasizes a problem-solving process with regard to substantive social problems. Community participation is used

where it is advantageous and therefore this approach tends to be more selective with regard to participants. To quote Rothman:

> The approach pre-supposes that change in a complex industrial environment requires expert planners who, through the exercise of technical abilities, including the ability to manipulate large bureaucratic organizations, can skillfully guide complex change processes. By and large, the concern here is with establishing, arranging, and delivering goods and services to people who need them. Building community capacity or fostering radical or fundamental social change does not play a central part. 3

The social action model is more of a Saul Alinsky approach. It makes the assumption that a disadvantaged section of the population needs to be organized so that it can mke its rightful demands on the larger community for a better distribution of resources in line with the principles of social justice and democratic participation. A fundamental redistribution of power resources and decision-making in the community is sought and advocated.

Rothman cautions us to remember that:

> Having isolated and set off each of these models or ideal types, it would be well to point out that we are speaking of analytical extremes and that in actual practice these orientations are overlapping rather than discrete. 4

He goes on to say:

> Practice in any of these orientations may require techniques and approaches that are salient in another orientation. For example, neighbourhood social actionists may be required to draw up a social plan in order to obtain funding for desired projects from the Office of Economic Opportunity or from the Urban Renewal Authority (Models C and B). Or social planners may decide that the most effective way of solving the problem

> of resistant attitudes toward family planning is through wide discussion and participation in developing a community program. (Models B and A). While such mixtures occur in reality, many organizations in their central tendency may be characterized as reflecting one or another model. 5

In addition to proposing these three models, Rothman identifies a set of practice variables "which will help to describe and compare the approaches (models) when they are identified in the ideal type form." Table VIII illustrates approaches and the practice variables.

Goal Categories

Goals are of two types: task-oriented and process-oriented. Task-oriented goals emphasize problem solving. In a social system, this means finding a better way of delivering services or planning a new service to meet a particular need. Process goals, on the other hand, emphasize co-operation in working relationships. These are goals oriented to system maintenance. They stress improving the power base of the community, stimulating wide interest and participation by the community. In locality development, process goals receive greater stress and in social planning, task-orientation gets more attention.

Assumptions Regarding Community Structure and Problem Conditions

The analysis of local community in locality development sees the local community as being under the umbrella of a larger

TABLE VIII

Three Models of Community Organization Practice According to Selected Practice Variables

		Model A (Locality Development)	Model B (Social Planning)	Model C (Social Action)
1.	Goal categories of community action	Self-help; community capacity and integration (process goals)	Problem-solving with regard to substantive community problems (task goals)	Shifting of power relationships and resources; basic institutional change (task or process goals)
2.	Assumptions concerning community structure and problem conditions	Community eclipsed, anomic; lack of relationships and democratic problem-solving capacities; static traditional community	Substantive social problems; mental and physical health, housing, recreation	Disadvantaged populations, social injustice, deprivation, inequity
3.	Basic change strategy	Broad cross section of people involved in determining and solving their own problems	Fact-gathering about problems and decisions on the most rational course of action	Crystallization of issues and organization of people to take action against enemy targets
4.	Characteristic change tactics and techniques	Consensus: communication among community groups and interests; group discussion	Consensus or conflict	Conflict or contest: confrontation, direct action, negotiation
5.	Salient practitioner roles	Enabler-catalyst, co-ordinator; teacher of problem-solving skills and ethical values	Fact-gatherer and analyst, program implementer, facilitator	Activist-advocate: agitator, broker, negotiator, partisan
6.	Medium of change	Manipulation of small task-oriented groups	Manipulation of formal organizations and of data	Manipulation of mass organizations and political processes

		Model A (Locality Development)	Model B (Social Planning)	Model C (Social Action)
7.	Orientation toward power structure(s)	Members of power structure as collaborators in a common venture	Power structure as employers and sponsors	Power structure as external target of action: oppressors to be coerced or overturned
8.	Boundary definition of the community client system or constituency	Total geographic community	Total community or community segment (including "functional" community)	Community segment
9.	Assumptions regarding interests of community subparts	Common interests or reconcilable differences	Interests reconcilable or in conflict	Conflicting interests which are not easily reconcilable: scarce resources
10.	Conception of the public interest	Rationalist-unitary	Idealist-unitary	Realist-individualist
11.	Conception of the client population or constituency	Citizens	Consumers	Victims
12.	Conception of client role	Participants in interactional problem-solving process	Consumers or recipients	Employers, constituents, members

Source: Jack Rothman, "Three Models of Community Organization and Practice," as quoted in G. Zaltman, P. Kotler, I. Kaufman, eds., Creating Social Change, (Toronto: Holt, Rinehart and Winston, Inc., 1972), p. 477.

society, where people are denied fruitful relationships with each other. People are characterized by their isolation, alienation, anomie, disillusionment, and ultimately by their resulting mental illness. The community is viewed as conservative, tradition-bound, and managed by a local establishment.

The social planner, in contrast, is likely to see the community as characterized by a number of substantive social problems and conditions in such areas as housing, employment and recreation.

The social actionist would see the community as a hierarchy of the privileged and powerful who dominate and control a deprived and powerless population who suffer social injustice and exploitation at the hands of big government and large corporations.

Basic Change Strategy

Change strategy, in locality development, would be one of pulling together a wide range of community people to identify needs so that problems can be internally resolved.

For the social planner the gathering of data would be paramount so that a reasonable and logical course of action could be taken to resolve problems.

The social action organizer would take a more radical position. He was say, "let's organize to identify if not destroy our oppressors."

Practitioner Roles and the Medium of Change

The locality development practitioner would take on such roles as an enabler and an encourager. He would require skill in "guiding the process of collaborative problem-finding and problem-solving."[6]

The social planner is the expert. He is the researcher, the gatherer of information and the designer of programs to meet perceived needs. In contrast, the social activist is an advocate and an organizer of groups to create pressure for change.

Orientation Toward Power Structures

In locality development, all segments of the community are defined as part of the client system. Consequently, the power structure is looked upon as a collaborator in the attainment of common goals. However, "values and restraints narrow the goals to those upon which all factions can agree." Hence, system-change goals are likely to be excluded.

In the social planning model, the power structure is the social planner and those closely allied with him. In constrast to the social activist, the social planner is likely to be highly trained and paid, and tends to be elitist. In the social action model the power structure is the enemy and the target of action which must either bend or be destroyed. The practitioner must

either be very skillful or have unconditional resources at his disposal, for the bureaucracies he must confront have considerable power, resources and legitimacy.

Boundary Definition and Client System or Constituency

The client system or constituency in locality development is usually the total community or geographic area. Participation of all groups in the community is important. In social planning the client system would be the whole community which would have some definable geographic boundaries. Social planning and welfare councils very often include areas beyond a single municipal jurisdiction to include a metropolitan region. "Social action practitioners are more likely to think in terms of constituents as fellow partisans rather than in terms of the "client" concept, which may be patronizing or overly detached and clinical." [7]

Assumptions Regarding Interests of Community Subparts

In locality development the assumption is made that there are irreconcilable differences in the community. In social planning a pragmatic approach is taken. The practitioner treats each situation as separate and attempts to resolve differences, knowing the differences are not always resolvable. The assumption is made in the social action model that there are irreconcilable differences between subparts of the community. The practitioner assumes

that those who hold power and influence will not easily relinquish it.

Conception of Public Interest

Rothman summarizes Schubert's analysis of "The Public Interest." Schubert suggests three categories of public interest, the rationalist, the idealist, and the realist.

> The rationalist view postulates a common goal that can be arrived at through deliberative processes involving a cross section of interest groups within the population. The common good is determined through expression of various majoritarian interests. The instrumentality of a parliament or congress symbolizes the rationalist outlook. The idealist view holds that the public interest can best be arrived at through the exercise of judgement and conscience on the part of knowledgeable and compassionate advocates of the public interest. This does not necessarily mean communion with the various publics comprising the community. Rather, a small professional or political elite may draw on scientific knowledge, the workings of a higher intellect, and a steadfast moral position to develop decisions or actions on behalf of the public interest.
>
> The realist position views the community as made up of a multitude of conflicting publics or interest groups which endlessly contest with one another in the public arena. Public officials respond to these pressures. Public policy decisions thus register the balance of power at a given point in time. Accordingly, the public interest exists only as a particular transitory compromise resulting from the conflictual resolution of group interaction. Bently was an early advocate of this position, which is reflected by more recent writers who conceive of American society in pluralist terms. [8]

Rothman adds to this analysis Meyerson and Banfield's individualist and unitary conceptions of public interest. Unitary

public interest implies a centralist decision-making process. Decisions are not made in sub-parts but in a centralized administration. The individualist conception recognizes the plurality of society and that the interplay of these forces will best serve the public interest.

Combining these two analyses Rothman arrives at the following conclusions:

1) That locality development has a rationalist-unitary conception of the public interest,

2) That the social planning model has an idealist and unitary concept of the public interest, and

3) That social action has a realist-individualist concept of the public interest.

Conception of the Client

In locality development the client is likely to be viewed as having considerable latent skill and ability. The client needs only to be placed in an environment where these can be released and developed. In social planning clients are more likely to be thought of as consumers of service and not participants in their own affairs and development. In social action clients are looked on as victims of the system.

Conception of the Client or Constituent Role

In locality development the client role is one of interaction with others and groups in the community. In social planning

clients are recipients of service. They do not determine policies and goals, a function reserved for the planner and the community elite. In social action the client is likely to be a constituent and as such his role is one of membership in an organization.

Rothman concludes:

> The three models suggested in this presentation are in the spirit of such a point of view. The locality development practitioner will likely cherish that aspect of the social work value system that emphasizes harmony and communication in human affairs; the social planner will build on social work values that encourage purposiveness; the social actionist will draw on social work value commitments that stress social justice and equality. Each of these value orientations finds support and justification in the traditions of the profession. It would be difficult to claim a priority pre-eminence for one or the other.
>
> The position taken here accepts the validity of each of these value orientations and encourages the simultaneous development of varying practice models which stem therefrom. In the absence of research or experience which confirms the overarching superiority of only one or the other, the profession can only be enriched and the community benefited by such multiple and concurrent development of practice technologies. Appropriate mixtures and phasing can be attended to within such a development. 9

Edmonton Social Planning Council
Organizational Strategy for Social Change

In the next few paragraphs the Edmonton Social Planning Council and how it fits into this model of Rothman's will be discussed.

Until the late 1960's, the Edmonton Council paralleled Rothman's social planning model. The goals of the Council were task-oriented towards the solution of substantive social problems. There was emphasis on fact-gathering and rational decision-making on those facts. The Council tended to employ during this period highly trained experts skilled in the manipulation of formal organizations. As has been stated earlier, the Council's boundary of concern covered the whole community, Edmonton and area, and did not confine itself strictly to planning for the private agencies as was the case with community funds and chests. The Council could act also as a meeting ground of conflicting interests which for the most part were resolved under the leadership of the Council. This would be the predominant style of the Council.

There were at various times, people in the Council who were process-oriented, that is, more oriented towards public participation and self-help projects. There were also people who analyzed the community as eclipsed, lacking in democratic problem solving capacities, its people as disadvantaged and powerless and its establishment as lacking a social conscience. Nevertheless, the characteristic style of this period more closely resembles the social planning model.

In the very late 1960's and early 1970's the Council's style of operation changed. During the period when Bettie Howes

was Acting Executive Director, the Council assumed a model of operation which could be described as predominantly resembling Rothman's social action model. [10] The major concerns of the Council during this period were the poor, their powerlessness and their lack of resources to deal with poverty. Thus the Council became involved with transient men in the Boyle Street area. It made a presentation to the Special Senate Committee on Poverty, in which it emphasized the social injustice and inequality in the treatment of the transient men. When the rights of transient men were violated at the Men's Hostel in late 1967, members of the Council together with the Human Rights Association took on an advocate activist role in bringing members of the Hostel staff into court for violation of the human rights of the transients who stayed at the Hostel.

Generally during this period the Council allied itself with deprived groups. It advocated that young people assert their legal rights when it published the Blue Book, a handbook on legal rights. The treatment of transient women was also the concern of many members of the Council. In advocating their humane treatment, the Council supported and encouraged the development of the Women's Overnight Shelter. The Council, however, was not only the advocate of the disadvantaged, it emphasized the educational processes by which they could acquire the skill to take command of their own lives. It did so by sponsoring charrettes. [11]

A charrette is essentially a long established architectural technique used to design a project or building. To architects it is the "vehicle process" by which they arrive at a design. In more recent years the charrette technique has been found useful as a community process to identify needs, requirements, and commitments to action. The procedure is one of pulling together a community of interest and placing with that community, over a short period of time, various experts who can help identify basic goals and objectives and give advice on design and costs. The most successful of these charrettes was the one on housing held in 1970. Various people who were in need of housing and who either could not afford single family dwellings or were interested in a different life style than single family housing were brought together in a week-long process to identify the housing, social, design and community needs.

The result of this process was the formation of the Sturgeon Valley Housing Co-operative. This group eventually built Keegano, a town housing project, in Mill Woods in Edmonton. Because it was a new concept in housing, that is, a non-equity co-operative, and because it emphasized the accommodation of a wide category of income ranges, it met incredible difficulties which were finally overcome. But the development of Keegano is a good example of the Council's social action approach and of how it used a process to achieve some very specific goals under a societal analysis of social injustice

and inequity.

The Sturgeon Valley Co-operative was and still is an attempt to shift power by the banding together of a group of individuals who refuse to be involved in the competitive housing market. It might be useful to explain here that a non-equity co-operative does not build up equity for the individual. A member of such a housing co-operative owns property in common with the rest of its members. Therefore, the housing unit which the member occupies is assigned only for the duration of his membership. If a membership fee is assessed at $1,000.00, for example, it does not build equity. Should he leave, and cease to be a member, his $1,000.00 is returned without interest. Obviously the land and buildings of such a co-op as this do increase in value. If, however, a non-equity co-operative should wish to cash in on its increased equity by selling its property and dividing up the assets, it cannot do so. If such a co-operative dissolves, its assets must be given to some registered Canadian charitable organization or organizations. The co-operative member can have returned to him only his original investment.

To participate in such a housing concept removes one's housing from the exigencies of the market economy and the power this has over the individual. Thus those participating are no longer victims of the market, and fundamental change has been achieved. Because of such strategies as have been outlined above,

then, the period from 1970 to 1972, is one which can be clearly described in Rothman's terms as a social action approach.

Social Planning to Locality Development

In 1972 the Council adopted a social action, locality development set of objects and by-laws. At the same time it hired a staff of social planners whose style of operation, in Rothman's terms, was social planning-oriented. The Council then became more task than process-oriented. Its analysis of society resembled that of the locality development approach, and its basic change strategy stressed fact-gathering and report-writing. The new staff saw the previous process orientation of the Council as a never-ending mire of involvement with ever-continuing projects where objectives were neither stated nor articulated. The task forces were really an attempt to define problems and issues more clearly, which is a social planning approach. But at the same time citizen involvement in the resolution of the problem, which is a locality development approach, was encouraged. It was hoped that by pulling together individuals in the community in task forces and feeding them relevant data, social change could be achieved by the Council's assuming an advocacy role. Thus through task force reports and their release, the Council would affect the decisions of government, "funds", and private agencies. In doing this, the Council adopted a social action approach.

The predominant view in the Council during this period was that members of the power structure were collaborators in a common venture. It was not unusual to have members of the bureaucracy sitting on task forces. One instance, however, in which the power structure was not regarded as a co-operator or collaborator was that of the Commonwealth Games Task Force. In the publishing of the Task Force report the Council assumed a clear social planning approach. It acted as a fact finder and gatherer of information, and attempted to have the community make a decision on a rational and logical basis.

The Council during this period, 1972-74, expanded its boundaries of concern to include not only health and social services in the whole community but also urban issues which have not been a part of council tradition. These were issues involving transportation and urban government structures.

The public interest, as the Council saw it, was best served by a realist-individualist approach. The Council through its task forces made the assumption that there are a multitude of conflicting interests which compete with one another. Policy decisions were the result of a balance of conflicting and competing forces. In its Citizen Commission on Participatory Democracy, Council indicated that it did not have a unitary or centralist approach to society. This Commission in its discussion of societal problems identified decentralization as a major value. Community or neighbourhood councils were seen as a better

form of political decision-making than a central focus of authority. Therefore, the Council in its view of public interest tended to stress the social action approach. When reviewing the literature of the Council during this period, it is obvious that it viewed its clients or constituents as citizens. This is evident in Task Forces and Commissions. They are referred to as citizen task forces and commissions. Additionally, citizens are looked on as participants in an interactional problem-solving process.

Thus in the period from 1972 to 1974, the Council approached social change and development in a social planning model. But in attempting to operate in such a model, it felt that it was not very effective. In assessing its effectiveness, in late 1974 the Council concluded that what it did best was the consultative services it provided to community groups. It was not effective in advocacy, nor was it as influential as it had hoped to be with governments and their policy development. It was, however, most effective as a problem-solving and resource body, which in Rothman's typology is largely locality development. Thus the Council in the years between 1970-75 has moved from using a predominantly social action approach, to a predominantly social planning approach, and finally to a locality development approach to social change. With a new Board and a new Executive Director, its future approach may well change again.

The Edmonton Social Planning Council Model

The staff of the Council in 1972, in attempting to grasp the parameters of their work, attempted to outline a model in which they could work. This model has already been referred to in the previous chapter. (See P. 93.)

This model is an operational device, unlike Rothman's, whose model approaches stem from an analytical concern. The Council's three-dimensional approach allowed it to name its substantive areas of concern, choose the areas and degree of social change desired, and the action required to effect these. Though the emphasis of the Council has changed in the last year, the substantive areas of concern have not, nor has the degree of social change desired. It is only the activities chosen to reach those objectives which have changed. Instead of spending time lobbying, and in public education, more time is spent in consultation, research (information gathering), and co-ordination so that community and neighbourhood groups can advocate their own change.

However, the change in activity in Rothman's analysis shifts the Council's approach from being predominantly social planning to being predominantly locality development. Locality development is the vehicle (activity) by which the Council now attempts to achieve social change objectives in participatory democracy, decent standard of living, humane social controls, and humane urban environment.

Locality development and social planning are closely related to community development. Therefore, the social planning council should continue to be an object of study for community development students, particularly those who interest themselves in urban problems and issues.

The skillful community development practitioner will use all three of Rothman's approaches. The choice of approach will be determined by the social and political environment in the community and the judgement and skill of the individual.

FOOTNOTES

[1] E. Rogers, Modernization Among Peasants, quoted in G. Zaltman, P. Kotler and I. Kaufman, eds., Creating Social Change, (Toronto: Holt, Rinehart and Winston, Inc., 1972), p. 1.

[2] G. Zaltman, O. Kolter, I. Kaufman, Creating Social Change, (Toronto: Holt, Rinehart and Winston, Inc., 1972), pp. 1-2.

[3] Jack Rothman, "Three Models of Community Organization Practice", as quoted in G. Zaltman, P. Kotler and I. Kaufman, eds., Creating Social Change, (Toronto: Holt, Rinehart and Winston, Inc., 1972), p. 475.

[4] Ibid., p. 476.

[5] Ibid., p. 476.

[6] Ibid., p. 477.

[7] Ibid., p. 482.

[8] Ibid., p. 484.

[9] Ibid., p. 484.

[10] Ibid., p. 490.

[11] The use of charrettes was a particular contribution of Mr. Joe Donahue, who as an architect was familiar with the technique. He was also interested in its extended use as a means to involve people in the design of their housing. Mr. Donahue was President of the Council in 1971.

CHAPTER VIII

CONCLUSIONS

Summary

The once prestigious role that social planning councils played has been seriously eroded by the forces of centralization. Yet the forces of urbanization which closely parallel those of centralization provide councils with a new role.

As has been shown in Chapter IV, the centralization of power and authority in senior governments over health and social services has left the private volunteer sector with less and less responsibility. The issues which arise our of urbanization, however, have given councils an opportunity to undertake an essential new role in the community. This community development role was heralded with much fanfare and enthusiasm. Yet for councils which are oriented towards health and social welfare services such a new role is difficult to practice. The staffs of councils, who have traditionally been social workers, find this new role particularly difficult to assume.

It is, as we have seen, equally difficult for the funders of councils to accept this change. "Funds" naturally question their funding of a body which is no longer concerned primarily with the co-ordination of health and social services. Moreover,

the new council roles in community development and urban planning are outside of their funding considerations.

As has been stated earlier, the Edmonton Social Planning Council, with the exception of the Winnipeg Council, is the only Council to have survived the trauma of the late 1960's and early 1970's on the Prairies. Unlike the Winnipeg Council, however, the Edmonton Council has taken on a new exclusive role in community development.

The Edmonton Council has survived because there have been in Edmonton people committed to the Council's objectives in social change. Members of the Council have shown their commitment by volunteering their time to serve on the boards and co-ordinating committees of the Council. It has also survived because its funding agencies have continued to provide it with financial resources.

The new council role, however, has not been accepted without difficulty. These difficulties often manifested themselves in interpersonal misunderstandings between the board and staff of the "Fund" on the one hand and the board and staff of the Council on the other. With the benefit of hindsight it is now clear that these interpersonal misunderstandings were in large part mere aberrations of a much larger change occurring in responsibility for health and social services.

The acceptance of this new Council role by the United Way of Edmonton has been particularly difficult. Though it now appears to have accepted the change, it remains to be seen over

the next few years how committed the United Way is to financially supporting the Council. However much the United Way and governments agree that the community development role of the Council is essential, neither has been prepared to commit much increased funding to it. Because of the continuing philosophical and ideological differences between the Council and the "Fund", it is highly probable that the United Way will attempt in various ways to discontinue its funding to the Council. The City of Edmonton, which provides a small grant to the Council, will also find it difficult to continue funding, particularly the City's bureaucracy, the Council when the Council must inevitably, in its role as social critic, criticize the actions of the City of Edmonton.

The Council's organizational strategy to achieve social change will remain dynamic. The current locality development strategy is the method by which the Council presently pursues its social change goals. It is clear that the Council over its history has used all of Rothman's organizational strategies to realize its objectives. It has used social action when the human resources and the social environment called for that approach; it has used a social planning approach when it was accepted as the agency to plan and co-ordinate community health and social services. The present locality development approach is appropriate to the resources, both physical and human, and the present social milieu in Edmonton.

It should be remembered that the Rothman models of organizational strategy for social change are not mutually exclusive. Rothman provides, through his models, an opportunity to look at the mode of operation in organizations whose basic goals are those of social change. These models, however, like community development, are the means to achieve social change and are not an end in themselves. And although one approach may dominate, all three may be used in the same organization at the same time.

In a rapidly growing urban centre which is very much the victim of the philosophies of centralization and growth, it is of critical importance that the Edmonton Social Planning Council continues not only to survive but to flourish. The Edmonton community needs a feedback mechanism like the Council to evaluate its social goals in terms of participatory democracy, humane social controls, humane urban environment and a decent standard of living for all.

Additionally the ever-increasing growth of government and private bureaucracies needs an effective and independent evaluator of their activities, plans and policies. It is the view of this writer that the Council's emphasis on research (information) and consultation to community groups is well placed. If the forces of centralization and unlimited growth are to be contained and re-directed, it will be initiated by and through local community and neighbourhood groups. Yet the social and political change

required to stem the tide of centralization requires considerable resources which the Council does not have.

Future Research

Thus the most serious single problem for the Edmonton Social Planning Council is a secure source of funding and ways must be found to achieve this. As highly bureaucratic societies need ombudsmen to assist the individual, they also need urban community development organizations which can initiate action and provide resources to groups of citizens. It may therefore be appropriate to finance social planning councils and similar organizations in the same way as ombudsmen. This needs further investigation and analysis.

It has not been possible to research the centralizing role of the private and volunteer sector. Though highly centralized government has increasingly dominated the health and social services, it may well be that an equally pervasive centralization is taking place in "fund" organizations. It is the writer's contention that this is probably so. To date, however, no serious attempt has been made to research this hypothesis.

It has not been within the scope of this thesis to examine in detail the work of other councils across Canada. Such an examination would add greatly to the information about councils and also provide a better basis for comparison with the Edmonton

Social Planning Council. Nevertheless, there can be no doubt that of all the councils in Canada, the Edmonton Council is unique and its uniqueness alone will provide interesting and continuing research for the community development student.

It is essential for the Edmonton community to have an organization like the Council to act as an evaluator of its immediate history. Without such an organization a city without human and historical dimensions will result. Therefore, it is essential that a secure source of funding be found for the Council so that it can continue to fulfil its role as critic and evaluator to the satisfaction of the Edmonton citizenry.

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APPENDICES

THE SOCIETIES ACT 1924

APPLICATION.

MICROFILMED JAN 24 1958

REGISTERED
JUL - 4 1940
THE REGISTRAR OF JOINT STOCK COMPANIES

We, the undersigned hereby declare that we desire to form a Society under the Societies Act 1924 and that -

July 22/2
January
change of name Dec 3/47

(1) The name of the Society is the Edmonton Council of Social Agencies.

(2) The objects of the Society are-

change of objects
May 18/5

A. To afford to all agencies engaged in Social Work the means of co-operation in the planning and performance of their work.

B. To facilitate concerted action in matters of social reform and the development of public opinion on social problems.

C. To engage in such specific activities as may seem wise in order to further these ends.

(3) The operations of the Society are to be chiefly carred on in Edmonton in Edmonton.

Dated at Edmonton this 15th day of May 1940.

Witness

J.H. Craig

John M. Imrie
W.T. Henry
J.T. Hepburn.
Dora T. Cassidman
H.E. Smith 1631

JUL--4-40 07645 • • • ---ALG 3.
JUL--4-40 07645 • • • ---ALG 3.
JUL--4-40 07644 Ban • • ---Sun 5.
JUL--4-40 07644 Ban • • ---Sun 5.

APPENDIX II

EDMONTON WELFARE COUNCIL

OBJECTS AND BY-LAWS

Presented and adopted at the Annual Meeting,
May 27th, 1961.

Amended for Change of Name at the Annual
Meeting, April 25th, 1963.

EDMONTON WELFARE COUNCIL

NAME: The name of the organization shall be the Edmonton Welfare Council.

OBJECTS: The objects of the Edmonton Welfare Council (hereinafter called the Council) are:

1. To contribute to the general well-being of the residents of the community by planning, developing, and instituting, in cooperation with interested individuals, agencies, organizations, and departments of all levels of government, effectual, efficient and adequate programs for the attainment and maintenance of the highest practical standards in the provision of health, welfare and recreational services.

2. To provide a vehicle and nucleus for facilitating the cooperation by, and division of responsibilities between, its member organizations and departments in establishing and discharging their respective responsibilities.

3. To survey, examine and analyze and report upon the social needs of the community from time to time for the purpose of assessing and evaluating the adequacy, effectiveness and efficiency of the services then provided, and when necessary initiate and/or assist in the provision of new and/or additional services.

4. To encourage and facilitate cooperation among all social agencies, organizations and departments serving the community in order that:

   (a) each member agency, organization, and department is guided into areas of service where its particular interests, experience and qualifications may be most effectively employed; and

   (b) unnecessary overlapping of services or duplication of effort may be eliminated; and

   (c) working agreements may be negotiated to minimize conflict between agencies, organizations, and departments in the prevention, control and solution of social problems requiring the attention and service of more than one agency, organization or department.

5. To institute and execute a continuing program of public education

   (a) to promote understanding and awareness of the social needs of the community, and the underlying philosophies on which services are based;

   (b) to ensure that those who require assistance know what services are available and where and how they may be obtained;

   (c) to stimulate public interest in and support for the work of its member agencies, organizations and departments.

   (d) to encourage and promote the recruitment of suitable and capable individuals, both professional and voluntary, to insure the leadership and personnel essential to the attainment of these objects.

6. To cooperate with and give assistance to The United Community Fund of Greater Edmonton and other fund-raising organizations and interested departments of all levels of government by study, analysis, research, evaluation and reports and recommendations relating to the social needs of the community, in the areas of service coming within the scope of the Council.

7. To carry out research and conduct experiments in all or any fields or areas of social service either at the request of any member agency, organization or department, The United Community Fund of Greater Edmonton, or on its own initiative, and in particular to conduct such studies and/or research as may be necessary in order to anticipate the future needs of the community or to prevent, control or find solutions to any social problem.

GEOGRAPHICAL AREA:

The area to be served by the Council shall include all of the city of Edmonton and adjacent communities, and such other municipalities and communities as may be determined from time to time by the Board of Directors.

APPENDIX III

April 14, 1972

EDMONTON SOCIAL PLANNING COUNCIL

OBJECTS OF THE COUNCIL

I. NAME

The name of the organization shall be the Edmonton Social Planning Council.

II. OBJECTS

The Edmonton Social Planning Council is an agent for social change and development.

An objective of the organization is to develop and maintain a voluntary non-governmental capability for informed decision making and action.

The Council provides resources to initiate and also to support efforts through which citizen plans can be developed and implemented.